

Ignition Interlock Institutes: Promoting the Use of Interlocks and Improvements To Interlock Programs



U.S. Department of Transportation
**National Highway Traffic Safety
Administration**

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Suggested APA Format Citation:

Mothers Against Drunk Driving. (2013, July). Ignition interlock institutes: *Promoting the use of interlocks and improvements to interlock programs*. (Report No. DOT HS 811 815). Washington, DC: National Highway Traffic Safety Administration.

Technical Report Documentation Page

1. Report No. DOT HS 811 815		2. Government Accession No.		3. Recipient's Catalog No.	
4. Title and Subtitle Ignition Interlock Institutes: Promoting the Use of Interlocks and Improvements to Interlock Programs				5. Report Date July 2013	
				6. Performing Organization Code	
7. Author(s) Mothers Against Drunk Driving				8. Performing Organization Report No.	
9. Performing Organization Name and Address Mothers Against Drunk Driving 511 E. John Carpenter Freeway Irving, TX 75062				10. Work Unit No. (TRAVIS)	
				11. Contract or Grant No. DTNH22-12-H-00383/0001	
12. Sponsoring Agency Name and Address National Highway Traffic Safety Administration Office of Traffic Injury Control Impaired Driving Division 1200 New Jersey Avenue SE. Washington, DC 20590				13. Type of Report and Period Covered Final Report August 2009 – October 2012	
				14. Sponsoring Agency Code	
15. Supplementary Notes NHTSA Program Manager and Contracting Officer's Technical Representative: Ruth Esteban-Muir					
16. Abstract Under a cooperative agreement with NHTSA, MADD held a series of ignition interlock institutes across the United States between August 2009 and October 2012. The institutes were designed to bring teams of people from different States representing various organizations and agencies who are involved with some component of their States' ignition interlock program system. The purpose of the institutes was to promote increased use of ignition interlocks in each participating State and to identify improvements to strengthen its interlock programs. MADD's report summarizes common barriers, State barriers, and potential solutions.					
17. Key Words alcohol, ignition interlock, program, DWI/DUI				18. Distribution Statement Copy available National Highway Traffic Safety Administration, www.nhtsa.dot.gov	
19 Security Classif. (of this report) Unclassified		20. Security Classif. (of this page) Unclassified		21 No. of Pages	22. Price

Form DOT F 1700.7 (8-72)

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EXECUTIVE SUMMARY

Background

In 2011, 9,878 people died in alcohol-impaired-driving crashes, constituting 32% of all traffic fatalities.¹ To combat the preventable fatalities and injuries that occur in impaired driving crashes, Mothers Against Drunk Driving (MADD) launched the Campaign to Eliminate Drunk Driving in November 2006. Mandatory use of ignition interlock devices for all (including first-time) convicted drunk drivers (including first-time offenders), is a key component of the Campaign.

The National Highway Traffic Safety Administration participated in the launch of the campaign and NHTSA's Administrator serves as the campaign's honorary chairman.

The ignition interlock is a sophisticated instrument that tests for alcohol on a driver's breath by requiring the driver to blow into a small hand-held sensor unit attached to a vehicle's ignition. Breath alcohol readings above a preset blood alcohol concentration (BAC) (generally .02 to .04 grams per deciliter), prevent the car from starting. Support for interlocks is based on more than 20 years of research that consistently shows that while in use, interlocks reduce recidivism among convicted drivers by a range of 50 to 90%.

However, for a variety of reasons, interlocks are not being used to their full potential.

- § There are approximately 1.4 million arrests for impaired driving each year, resulting in approximately 1 million convictions.
- § When the campaign began in 2006, approximately 100,000 interlocks were in use. This number has risen steadily, more than doubling to 250,000 by 2011.
- § However, the penetration is still low and represents just a fraction of the number of impaired drivers who are arrested and convicted on an annual basis.

When the campaign began, only one State (New Mexico) required interlocks for all (including first time) impaired driving offenders and at least 5 States did not have ignition interlock laws at all. Six years into the campaign, every State has enacted a law that provides for use of ignition interlocks, and 16 States have enacted mandatory ignition interlock laws for all (including first time) convicted drunk drivers with BACs of .08 g/dL or greater, including Alaska, Arizona, Arkansas, California, (4 County pilot program), Colorado, Connecticut, Hawaii, Illinois, Kansas, Louisiana, Nebraska, New Mexico, New York, Oregon, Utah, and Washington.

Purpose and Goals of the Ignition Interlock Institutes

While use of this technology might appear to be simple, there are many considerations that must be addressed in implementing an interlock program. Based on a common interest in promoting use of ignition interlocks, MADD and NHTSA entered into a cooperative agreement to conduct a series of Ignition Interlock Institutes across the country.

¹ NHTSA. (2012, December). Alcohol-Impaired Driving: Traffic Safety Facts 2011 Data. (Report No. DOT HS 811 700). Washington, DC: Author.

Eight Ignition Interlock Institutes were conducted between August 2009 and October 2012. Each institute was designed to include teams from a number of States (generally from the same NHTSA Region). Institutes were held in Orlando (Region 4); Denver (Region 8); Little Rock (Region 7); New Orleans (Region 6); Seattle (Region 10); Scranton (Region 2); Manchester (Region 1); and Madison (Region 5).

The goal of each institute was to promote increased use of ignition interlocks in each participating State and to help each State identify improvements they could make to strengthen their interlock program. Participants included leaders and other stakeholders who are involved in some way in each State's ignition interlock system, including judges, prosecutors, probation officers, treatment officials, law enforcement officers, Department of Motor Vehicles officials, highway safety representatives, and representatives from NHTSA and MADD.

Speakers presented information about the latest interlock technology, the research supporting use of interlocks, the statistics regarding their use, obstacles that can impede implementation, and promising practices. Through a combination of break-out and plenary sessions, each institute fostered in-depth discussions by each State team and the sharing of information and recommendations among all State participants.

Summary of Common Barriers to Ignition Interlock Implementation

Because ignition interlock laws vary widely among the States, the United States does not have a uniform approach to implementation. However, despite the disparity among the various State laws and programs, there seemed to be more commonalities found during the discussions than differences. Some of the common barriers are summarized below:

- Improve the interface between courts and the administrative system.
- Establish an infrastructure (which, in some cases, may be completely absent) to monitor interlock use.
- Clarify responsibilities and document workflow within State agencies, from the time the offender is caught.
- Develop an approval process and protocols for ignition interlock providers.
- Enhance mature and robust programs by increasing incentives for using ignition interlocks and making incremental changes to the administrative process.
- Create wholly new components based on legislative changes.
- Impose harsher sanctions for those who claim not to "need" an interlock (e.g., because they won't drive or don't own a vehicle) and for those who drive without an interlock.
- Educate practitioners, including judges, prosecutors, probation officers, treatment professionals, and law enforcement officers.
- Incorporate treatment during the interlock period in the hope of extending the benefits after the interlock is removed.
- Introduce interlocks earlier.
- Increase access in rural areas, which face unique challenges.

Suggestions for Improving Systems

In break-out sessions, each State group assessed the current status of ignition interlock laws in its State, identified the strengths and weaknesses of their interlock programs, and outlined action steps the group could initiate to increase program success. Some common action steps included:

- § Update the technological requirements for interlock equipment to be approved in the State.
- § Ensure judges and prosecutors are aware of the benefits of interlocks and the possibilities of interlocks in bond and release situations.
- § Impose more restrictive alternatives for offenders who claim not to need an interlock based on their claims that they will not drive and do not own a car.
- § Refine the sanctions placed upon offenders who fail to install interlocks.
- § Improve the reporting requirements of agencies involved in interlock programs.
- § Improve training and certification protocols for providers and installers.

The institutes provided opportunities for State officials and stakeholders to hear the latest information about ignition interlock issues. They also provided forums for team members from each State to focus on these issues and consider how they could stimulate increased use of interlocks or make improvements in the interlock system in their States.

In some cases, the institutes helped individuals within States create new partnerships; in other cases, strong partnerships were already in place, but the institute afforded these participants with dedicated time to discuss their issues. The institutes also provided an opportunity for States to share their concerns and suggestions with each other.

This report summarizes the information exchanged, the conclusions drawn, and action items agreed upon during the Ignition Interlock institutes.

BACKGROUND

In 2011, 9,878 people died in alcohol impaired driving crashes, constituting 31% of all traffic fatalities.² To combat the preventable deaths and injuries that occur in impaired-driving crashes, Mothers Against Drunk Driving launched the Campaign to Eliminate Drunk Driving in November 2009. The use of ignition interlock devices for all (including first-time) convicted drunk drivers is a key component of the campaign.

The National Highway Traffic Safety Administration participated in the launch and NHTSA's Administrator serves as the campaign's honorary chairman.

The Campaign to Eliminate Drunk Driving includes a three-pronged approach:

- Support the heroes who keep our roads safe. High-visibility law enforcement catches drunk drivers and discourages others from driving drunk.
- Require convicted drunk drivers to blow before they go. Ignition interlock devices, or in-car breath testers, require all convicted drunk drivers to prove they are sober before the car will start.
- Turn cars into the cure. Tomorrow's cars will protect each of us, automatically determining whether or not the driver is above the per se limit of .08 g/dL and failing to operate if the driver is impaired.

The campaign's support for increasing use of ignition interlock devices is based on more than 20 years of research, which shows consistently that while in use, interlocks reduce recidivism among convicted impaired drivers by a range of 50 to 90%. The ignition interlock is a sophisticated instrument that tests for alcohol on a driver's breath by requiring the driver to blow into a small hand-held sensor unit attached to a vehicle's ignition. Breath-alcohol readings above a preset BAC level (generally .02 to .04 g/dL), prevent the car from starting.

Despite the research, however, for a variety of reasons, interlocks are not being used to their full potential. There are approximately 1.4 million impaired driving arrests each year, resulting in approximately 1 million convictions. When the campaign began in 2006, approximately 100,000 interlocks were in use. This number has risen steadily. There were 133,000 in use in 2007; 145,000 in 2008; 180,000 in 2009; 212,000 in 2010, 250,000 in 2011, and 280,000 in 2012. However, the penetration is still low and represents just a fraction of the number of impaired drivers who are arrested and convicted each year.

When the campaign began in 2006, only one State (New Mexico) had enacted a law that required interlocks for all (including first-time) impaired driving offenders and at least five States had no interlock provision in its laws. There has been a great deal of legislative activity across the country since then. Currently, every State has enacted a law that provides for use of ignition interlocks, although their provisions differ greatly.

² Ibid.

Currently, 16 States require ignition interlocks for all (including first time) convicted drunk drivers with a BAC of .08 or greater, including Alaska, Arizona, Arkansas, California (4 county pilot program), Colorado, Connecticut, Hawaii, Illinois, Kansas, Louisiana, Nebraska, New Mexico, New York, Oregon, Utah, and Washington. Thirteen States require ignition interlocks for first time convicted drunk drivers with a BAC of .15 or greater: Alabama, Delaware, Florida, Maryland, New Jersey, North Carolina, Oklahoma, Tennessee, Texas, Virginia, West Virginia, Wisconsin, and Wyoming. Three States require ignition interlocks for first time convicted drunk drivers with BACs of .16 or .17 or greater: Minnesota (.16), New Hampshire (.16) and Michigan (.17). Six States require ignition interlocks for repeat offenders: Georgia, Massachusetts, Missouri, Montana, Pennsylvania, and South Carolina.

INSTITUTE GOALS

While use of this technology might appear to be simple, there are many considerations that must be addressed in implementing an interlock program. Based on a common interest in promoting use of ignition interlocks, MADD and NHTSA entered into a cooperative agreement to conduct a series of Ignition Interlock Institutes across the country.

A total of eight Ignition Interlock Institutes were conducted between August 2009 and October 2012. Each institute was designed to include teams from a number of States (generally from the same NHTSA Region). Institutes were held in Orlando (Region 4); Denver (Region 8); Little Rock (Region 7); New Orleans (Region 6); Seattle (Region 10); Scranton (Region 2); Manchester (Region 1); and Madison (Region 5).

The goal of each institute was to promote increased use of ignition interlocks in each participating State and to help each State identify improvements it could make to strengthen its interlock programs. Participants included stakeholders involved in some component of their State's interlock system, including judges, prosecutors, probation officers, treatment officials, law enforcement officers, Department of Motor Vehicles officials, highway safety representatives, and representatives from NHTSA and MADD.

Speakers presented information about the latest interlock technology, the research supporting use of interlocks, the statistics regarding its use, obstacles that can impede implementation and promising practices. Through a combination of break-out and plenary sessions, each institute fostered in-depth discussions by each State team and the sharing of information and recommendations among all State participants.

Each institute began with welcoming and introductory remarks by both NHTSA and MADD. MADD speakers included MADD National Presidents Laura Dean Mooney and Jan Withers, Senior Vice President of Policy J. T. Griffin, and State Legislative Affairs Manager Frank Harris. NHTSA speakers included Impaired Driving Division Chief Diane Wigle, Behavioral Research Division Chief Heidi Coleman; Regional Administrators, Georgia Chakiris (Region 6), Romell Cooks (Region 7), Bill Watada (Region 8), John Moffat (Region 10), Michael Witter (Region 5), former Region 1 Regional Administrator, Safety Countermeasures Division Chief Philip Weiser; Deputy Regional Administrators Richard Simon (Region 2) and Carmen Hayes (Region 4); and Senior Highway Safety Specialist Cheryl Neverman. Presentations followed by representatives of the interlock

industry, who described interlock technology, and researchers who summarized the findings of interlock studies that have been conducted, data on the extent to which ignition interlocks are being used in the United States and an overview regarding the development of interlock programs. The industry presenters included Debra Coffey of Smart Start, Jerry Stanton of Affordable Ignition Interlock, and Jack Dalton of National Interlock Systems. Researchers who presented included Dr. Richard Roth of Impact DUI in New Mexico and Dr. Randolph Atkins of NHTSA. Other speakers included Susan Hackworthy of the Wisconsin State Patrol.

Panels of presenters then spoke about topics that served to introduce the State break-out discussions. Presenters discussed the provisions of State ignition interlock laws, the challenges that States face in implementing their programs and innovative solutions. Speakers included State highway safety officials, law enforcement officers, traffic safety resource prosecutors and other practitioners from participating States. For more detail, see the agenda for each institute in Appendix A. During the first break-out session of each institute, State teams focused on clarifying the manner in which their interlock program operates and the role each participant in the process plays. During the second break-out session of each institute, States identified the unique challenges they face and developed a set of action steps that might help to alleviate these issues.

PRESENTATIONS

Included below are summaries of topics that were presented during the institutes. Copies of selected presentations are included in Appendices B.

Interlock Technology

Ignition Interlocks were first introduced in the 1980s. Their use has more than doubled in the last few years, from 100,000 in 2006, to nearly 280,000 in 2012. Interlocks are produced by about 12 manufacturers and vendors in the United States

Ignition Interlock results are used by probation officers, parole boards, bond hearings, licensing and reinstatement authorities and others at the State or local level. Ignition Interlocks offer an alternative to jail (\$45 per day for jail, compared with \$2 to \$3 per day for ignition interlocks). They also enable offenders to remain licensed, insured, working, and supporting their families.

Ignition interlock technologies have improved over the last 10 to 20 years. Fuel cells are recommended over semiconductor sensors, since they are specific to alcohol, give fewer false positives, offer more stable calibration and require less frequent maintenance. Anti-circumvention systems have been added, including temperature and pressure sensors, tamper-resistant sealed wiring, voice recognition, use of hum tones and other patterns, and data loggers, to prevent tampering and circumvention by offenders. However, many States fail to require such systems. Device features should include a preset fail level, lock-out times following failed tests, random (running) retests while driving, curfew and programmable driving times and other features, which can be addressed statutorily or administratively by States.

Installation

Initial installation typically takes less than one hour. Clients must return every 30 to 60 days for calibration and data download. Reports are then sent to authorities as determined by each State.

In most States, rural areas face some unique challenges, including providing installation and routine service of a device within a reasonable distance from every offender's residence and repairing or replacing defective devices within a reasonable period of time.

Future improvements are underway. For example, photo identification technology is increasingly being used as an anti-circumvention method; in-home alcohol monitoring systems are available for offenders who report they do not own a car; and some ignition interlock vendors are expected soon to offer GPS and immediate location reporting using cellular technology.

Technical Standards

NHTSA developed model specifications for ignition interlock technology in 1992. The current model specifications were released in 2013.

Many States have developed their own standards for devices, based largely on the NHTSA model specifications. Some States test devices for compliance. States also have responsibility for oversight and monitoring of vendors and devices. Some States have established certification programs.

Interlock Features

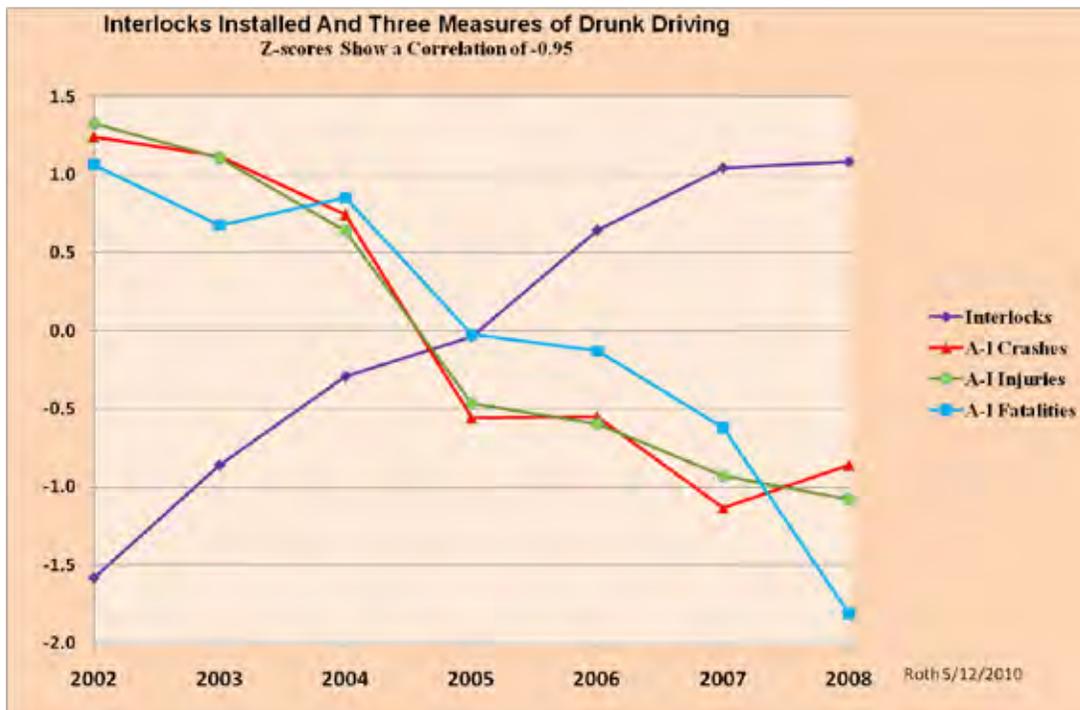
Ignition interlock devices record information that enables the program authority to monitor offender behavior and track the use of the vehicle. Devices capture date and time-stamped information including:

- all breath tests (including tests to start the vehicle as well as running retests) and the BAC level of each breath test;
- failure to submit breath tests when required to do so;
- each time the vehicle is turned on and off;
- all attempts to tamper with, circumvent, or remove the device;
- failure to turn off the vehicle following a failed breath test;
- the mileage driven;
- the time period during which the car was driven;
- lockouts to the vehicle;
- early recalls; and
- use of the emergency override option (if activated).

Research on Effectiveness

Many studies have been conducted on interlock use over the past 20 years or more. Research shows that interlocks reduce recidivism by 50 to 90%, while they are in use. They reduce the economic impact of drunk driving by \$3-7 for every \$1 spent. They are perceived as a fair sanction by more than 80% of offenders surveyed. Accordingly, they have been shown to be effective, economical, and fair, but only to the extent that they are used.

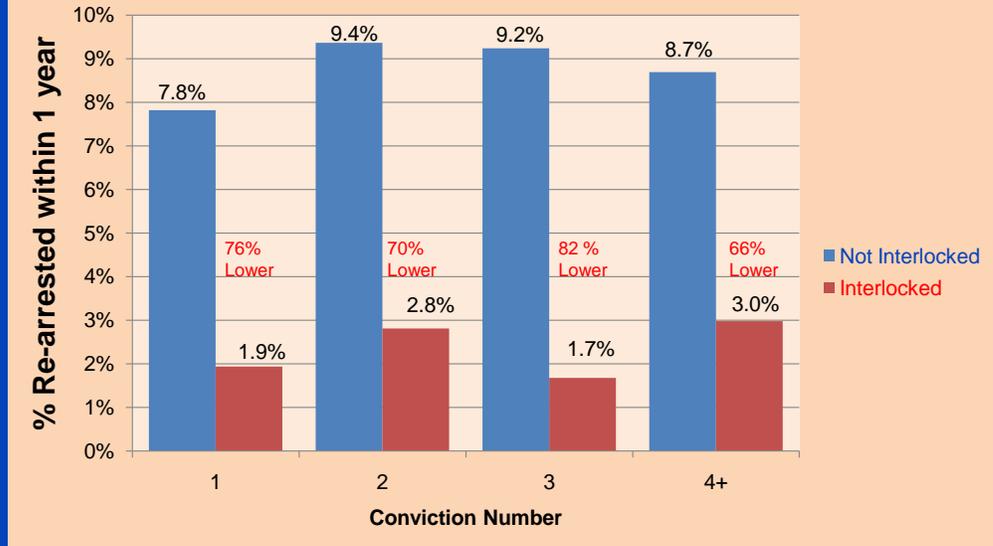
New Mexico was the first State to adopt a mandatory ignition interlock law that covered all (including first-time) impaired driving offenders. Accordingly, it is instructive to consider their experience. New Mexico has experienced a 37% reduction in the Statewide re-arrest rate, a 31% reduction in alcohol involved crashes, and 35% fewer DWI-caused fatalities over the last several years. New Mexico implemented a variety of strategies to achieve these results, including expansion of their ignition interlock program.



Although the cost of an interlock is borne by the offender, it is interesting to note in a survey of 1513 offenders who had installed ignition interlocks on their vehicles, that 80% said the sanction was fair, 83% agreed it was helpful in reducing drunk driving, 88% concurred it was helpful in avoiding another DWI, and 89% admitted the ignition interlock was effective in reducing their own drunk driving. In New Mexico, judicial mandates resulted in more interlocks installed than administrative requirements, 3 to 1. The data indicate that revoked offenders were 3-4 times more likely to be re-arrested for DWI than interlocked offenders.

Recidivism After a DWI Conviction

Recidivism of NM Drivers After a DWI CONVICTION
Between January 2003 and August 2007
Plot by Dick Roth 11/20/08



Roth 3/9/11

NHTSA/MADD Interlock Conference

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New Mexico emphasized education, counseling, and interlock implementation as part of the State's program. Installing ignition interlocks on vehicles was thought of as the main goal.

First Offenders

First offenders are offenders who were charged and/or convicted for the first time, but that does not necessarily mean the occasion of their arrest was their first time driving impaired. In fact, research shows that offenders admit to driving approximately 50-200 times impaired before their first arrest. Therefore, the term "first offenders" can be misleading. Moreover, 92% of fatal crashes caused by impaired drivers at or above .08 BAC, did not have any impaired driving conviction on their record in the past 3 years.

NHTSA Studies

In 2010, NHTSA published a series of eight studies relating to New Mexico's experience with ignition interlocks. The first study compared recidivism among multiple offenders with and without interlocks and found that the re-arrest rate for those who installed the interlock was 22% less than the re-arrest rate for those without the interlock. The second study compared recidivism among high BAC first offenders with and without interlocks and found that the overall re-arrest rate (both during and after the interlock period) for those who installed the interlock was 39% less than the re-arrest rate for those without the interlock. When comparing only the period when interlocks were installed on their vehicle, the high BAC first offender re-arrest rates were 61% lower than those

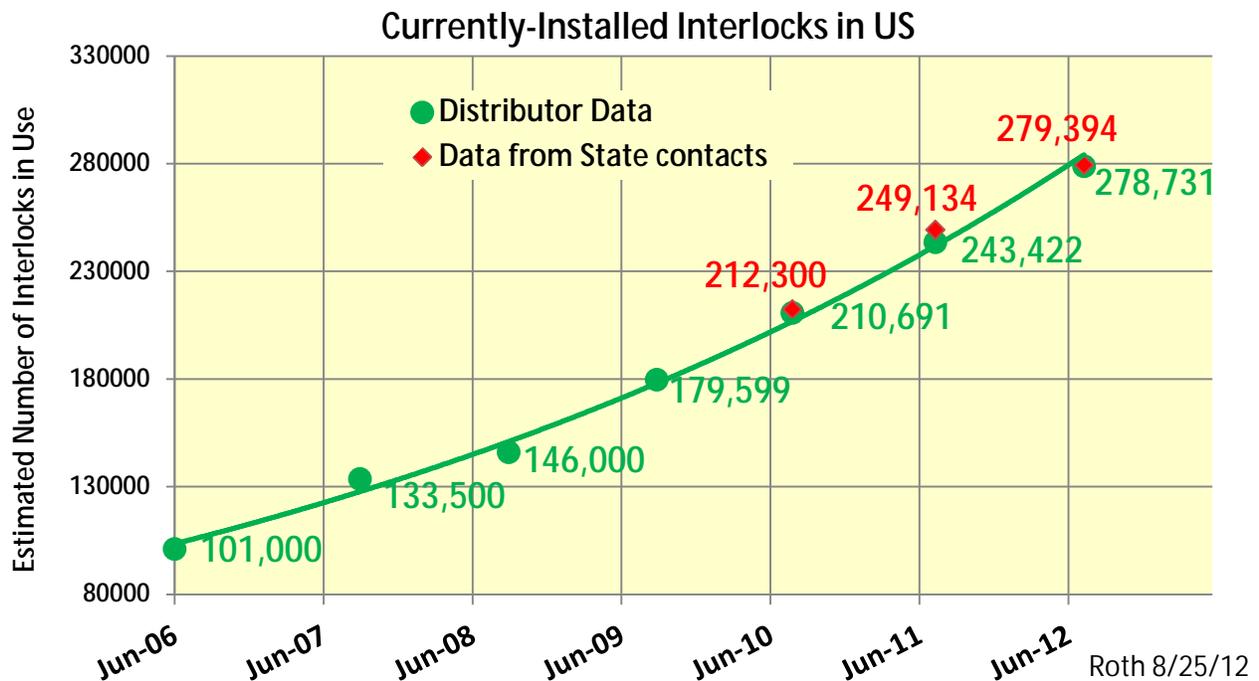
without interlocks; once the interlocks were removed, there was still an 18% lower recidivism rate for the interlock group.

The other studies in the series addressed voluntary interlock installations after a third DWI offense, use of house arrest as an alternate sanction, the pattern of interlock failures by day of the week and time of day, predictors of recidivism, discussions with representatives of New Mexico's ignition interlock system and discussions with offenders. A NHTSA Traffic Tech has been published summarizing these findings - http://www.nhtsa.gov/staticfiles/traffic_tech/tt401.pdf. The full report is available at <http://www.nhtsa.gov/staticfiles/nti/pdf/811410.pdf>.

Use of Ignition Interlocks

Since 2006, Dr. Richard Roth has estimated the number of ignition interlocks in use in the United States. The estimates are based on reports from the ignition interlock providers doing business in the United States. Dr. Roth also made efforts (more extensively in 2009, 2010, and 2012) to verify the State-by-State numbers with State officials, to the extent such officials could be identified. The estimates represent a "snapshot" of interlock use. The estimates are gathered during the summer months each year (generally, in June and/or July).

In 2006, approximately 100,000 interlocks were estimated to be in use in the United States. In 2007, the estimated number increased to 133,000. The estimates have continued to increase each subsequent year since then: 145,000 in 2008; 180,000 in 2009, 212,000 in 2009, 212,000 in 2010, 250,000 in 2011. Accordingly, based on these estimates, interlock use has more than doubled in the last five years.



Despite this increase, interlock usage remains low considering 1.4 million offenders are arrested and an estimated 1 million are convicted of impaired driving each year.

There are a number of factors that contribute to these suppressed penetration rates, but strategies are available that can help States increase their use rates, including:

- Increase incentives to install interlocks (e.g. avoid jail, maintain or reinstate license to drive)
- Eliminate loopholes that mandate that certain steps must be taken *before* someone can install the interlock (e.g. period of hard revocation, fines and fees, DWI education, complete treatment, attend victim impact panels)
- Serve warrants for non-compliance
- Offer harsher sanctions as an alternative for non-compliance (e.g., extend interlock period; or offer continuous alcohol monitoring, house arrest or jail instead)

Ignition Interlock Program Implementation

Ignition interlock programs can be implemented in various different ways, depending on the laws in the State.

Court Based (through criminal proceedings, generally involving prosecutors, judges and probation)

The advantages of court based programs include:

- No waiting for adjudication
- Monitoring can be more personalized and be used to complement treatment
- Increased sanctions for non compliance

The disadvantages include:

- Interlock requirements can be bargained away in return for a plea
- Diversion programs avoid interlocks
- Charges can be amended or refiled to avoid interlocks
- Sanctions and jurisdiction are limited
- Courts and prosecutors frequently are backlogged, which can lead to installation and monitoring delays

Administrative/Statewide (often based in the State's Department of Motor Vehicles)

The advantages of administrative programs include:

- More likely to achieve Statewide uniformity
- The agency can use interlock compliance as an incentive for license reinstatement
- Cases do not have to return to a backlogged court system
- Limited judicial jurisdiction is not relevant

The disadvantages include:

- Fewer sanctions are available for those who do not comply
- Fewer resources are available for supervision of offenders to ensure compliance

Increasingly, States are moving toward hybrid systems, which seek to take advantage of the benefits and minimize the disadvantages of each.

Other Implementation Issues

Regardless of which type of system is used, States should seek to adopt certain practices to improve the effectiveness of their program.

- Concentrate supervision efforts especially on recidivism and those who refuse initial BAC testing at site of offense
- Provide meaningful supervision and treatment, when appropriate, to improve the long term reduction in recidivism
- Establish programs to supervise and monitor vendors of ignition interlocks
- Eliminate barriers to use of ignition interlocks, such as periods of hard suspension, fines and fees and requirement that offenders first must satisfy outstanding obligations
- Establish a fund for indigent offenders, but make sure criteria are established and that they are not overly broad
- Close loopholes, such as waiting periods, and options for offenders to claim they do not own a vehicle and plan not to drive
- Impose strict sanctions for driving with a revoked or suspended license or with a non-interlock vehicle
- Implement a performance-based interlock program that offers rewards for compliance and sanctions for non-compliance
- Ensure that anti-circumvention methods are implemented by ignition interlock vendors

Complimentary Technologies and Approaches – 24/7 Program

At the Ignition Interlock Institute in Denver, Colorado, presentations were heard about a promising practice that had been developed in South Dakota and was being introduced also in North Dakota that could have the potential to complement an ignition interlock program.

South Dakota's Program

Unlike ignition interlock programs that seek to help offenders separate their drinking from their driving, South Dakota developed the 24/7 Program to ensure that certain offenders do not drink to excess. Under the 24/7 Program, impaired driving offenders must physically visit a designated law enforcement agency location (such as a Sheriff's Office) to be tested with a portable breath test (PBT) twice daily (in the morning and in the evening). Like ignition interlock devices, PBTs measure breath alcohol. Immediate sanctions are set in place if an offender fails to show up for a test or tests positive for alcohol on the breath. Offenders can also be tested for drugs. The program has a zero tolerance policy on alcohol and drugs. The program was created in Bennett County, South Dakota as an alternative to sending impaired driving offenders to over-crowded jails and in an attempt to modify behavior of addicted repeat impaired driving offenders.

South Dakota's data show that 24/7 Program participants pass the PBT 99% of the time. For those participants in the program in rural communities who cannot drive to and from a law enforcement

agency twice daily, there is an option of using continuous alcohol monitoring ankle bracelets, which measure alcohol levels transdermally, 24 hours a day. Program facilitators would like to integrate the system and potentially ignition interlock devices into the e-911 system for failures and failures to re-test, to alert law enforcement to safety issues. These next steps to integrate ignition interlocks and other technology into the 24/7 program would add another monitoring component that could also prevent traffic injuries and fatalities.

Compared to non 24/7 participants, recidivism is substantially lower for 24/7 participants at one, two and three years. Lower rates are documented also for individuals that have 30 and 90 days of consecutive twice-a-day testing on the program.

North Dakota's Program

North Dakota learned about South Dakota's 24/7 program and decided to adopt it, too. Implementation was easier for North Dakota because South Dakota had already paved the way, by creating the model and offering templates, resources, materials, and equipment.

North Dakota took the information about the 24/7 program to various interest groups to gain support from judges, law enforcement and other stakeholders who were invested in limiting alcohol-traffic crimes. Initially, they did experience some pushback from law enforcement agencies. Officials recommend obtaining support from law enforcement associations and organizations first and then individual agencies will follow.

COMMON BARRIERS TO IGNITION INTERLOCK PROGRAM IMPLEMENTATION

During the breakout discussions at the Ignition Interlock Institutes, State representatives had the opportunity to discuss how their ignition interlock systems operate and each of their respective roles within those systems. They also had the opportunity to discuss challenges they experience and steps that can be taken to resolve them. Some of the challenges and potential solutions discussed are listed below.

Interlock Industry Challenges

- Offenders delay or do not install
- Funding and program costs
- Lack of information and education on how Interlocks and interlock programs work
- Supporting legislation, which often conflicts with State and Federal policy and unfunded mandates
- Reporting – lack of clear expectations, data cumbersome
- Workload activities and monitoring
- Exiting the Interlock program – offenders exit for non-compliance, when non-compliance should lead to extension within the program and/or other more severe sanctions

State Barriers

- There can be confusing responsibilities and problems in documenting workflow and compliance with interlock programs within State agencies, from the time the offender is apprehended.
- States with mature and robust programs need to enhance compliance by increasing incentives for installing ignition interlocks and eliminate roadblocks to making incremental changes to the administrative process.
- Lack of treatment during the interlock period, which could help achieve behavior modification while ignition interlocks are installed.
- Need for improvements in rural areas which face unique challenges. Statewide coverage in rural areas is a challenge for many States. Ignition interlock service providers struggle to cover rural States and areas. Those States claim a lack of quality service available.
- A lack of sanctions for those who claim not to “need” an interlock (e.g., because they won’t drive or don’t own a vehicle) and for those who drive without an interlock or don’t relicense.
- Little infrastructure (which, in some cases, may be completely absent) to monitor interlock use. Where there is no monitoring agency for the ignition interlock program, or where different agencies’ authority requires clarification, States experience numerous challenges that prevent their ignition interlock program from achieving success. Without administrative oversight, there can be no immediate sanctions for non-compliance for both interlock provider and clients. These States also lack data to determine the current State of the program to analyze gaps and best next steps.
- The hard suspension period is viewed as a barrier to more immediate installation of ignition interlocks, and drivers often elect to risk driving under suspension or revocation instead.
- Cost to the defendant is named as another setback to ignition interlock programs. Indigent funds that do not have clearly defined criteria and a self-sustaining funding source are a setback not only to allow low-income offenders to install interlocks, but also to obtain buy-in from judicial and legislative stakeholders.
- Many State statutes contain exemptions that hamper the State’s ability to fully address and implement ignition interlock programs.
- The lack of public awareness about ignition interlocks is a barrier to the success of the program in many States. Educating the public as well as practitioners, including judges, prosecutors and law enforcement is a must.

- There is a need for improved interface between courts and administrative systems. Judges and prosecutors often rely solely on the administrative program, which can contribute to a lower usage rate. States with judicial and administrative components can work together to increase usage.
- Training and certification protocols for ignition interlock providers are lacking in some States, which can lead to substandard and inconsistent technology, false positives, and overall poor service.
- Lack of funding and inadequately staffed agencies with administrative oversight of ignition interlock programs are barriers for many States.

POTENTIAL SOLUTIONS

- Develop stronger laws, including mandatory first offender laws for those States that do not currently have them.
- Achieve more complete implementation of current laws, including improved interface between the courts and administrative systems and development of an infrastructure to monitor interlock use and abuse.
- Introduce interlocks earlier.
- Remove obstacles that drivers have to overcome prior to installation of an interlock.
- Impose harsher sanctions for those who claim not to need an interlock because they do not own or drive a vehicle and for those who drive without an interlock.
- Set the preset limit for ignition interlocks at .02.
- Mandate fuel cells instead of the outdated semi-conductor sensors, which are not alcohol specific, create more false positives and require more frequent maintenance.
- Define reporting requirements and identify agency authorities. Many States found they had a great need to designate an agency and protocol to monitor the ignition interlock program and improve the State accountability to monitor offenders on the interlock.
- Establish clear criteria for becoming an interlock vendor and protocols for reporting to State agencies.
- Define indigence; establish a funding source and a process of assessment.
- Educate prosecutors and judges who often are unaware or unaccustomed to making ignition interlocks a condition of bond or probation and, therefore, education on this opportunity and within DWI courts represents a key opportunity.

- Establish an expert working group or task force to continue to prevent impaired driving, and maximize use of ignition interlocks; include members from law enforcement, criminal justice, motor vehicles, community leaders and traffic safety stakeholders.
- Increase communication between all agencies that order, offer, and oversee ignition interlocks to increase efficiency and efficacy.
- Educate State legislators on the efficacy of ignition interlocks; judges, prosecutors, probation officers and law enforcement about their role in ignition interlock programs; and the public about interlocks, in general.
- Include a restriction that appears on the driver's license of an offender who is required to use an ignition interlock.
- Consider use of both judicial and administrative components to strengthen ignition interlock programs and increase usage.
- Implement sanctions for defendants who refuse to install interlocks.
- Consider integrating ignition interlocks into the State program to enhance its success for States like North and South Dakota that are finding success with alternative strategies like the 24/7 program as outlined above.

CONCLUSIONS

Impaired driving crashes continue to be a serious problem and traffic safety officials are always looking for new strategies to fight this battle. In studies over a period of more than 20 years, ignition interlocks have been shown to reduce recidivism among impaired driving offenders by a range of 50 to 90%. Interlock use has more than doubled over the last 4 years, from 100,000 in 2006 to nearly 280,000 in 2012. However, still only a fraction of the 1.4 million offenders who are arrested for drunk driving (and the 1 million convicted of this offense) each year use them.

The Ignition Interlock Institutes brought together key players from more than 30 States to examine the ignition interlock programs in place and offer ideas for improvement. State legislative representatives, judges, prosecutors, probation, law enforcement and treatment officials; representatives from departments of transportation, motor vehicles and highway safety; and representatives from NHTSA and MADD focused on the obstacles and opportunities in this critical traffic and public safety program.

Attendees were given the latest research and information; given a chance to hear about promising and innovative practices from their peers; and given an opportunity to share their ideas, both within their States and with each other. The institutes were successful in energizing their efforts and giving them something to bring back home, including an action plan so the attendees were equipped to take important next steps.

RESOURCES

A number of other publications have been produced that may be helpful to States interested in strengthening their ignition interlock programs:

Sprattler, K. (2009, November). Ignition Interlock Toolkit – What You Need to Know: A Toolkit for Policymakers, Highway Safety Professionals and Advocates. (Report No. DOT HS 811 246). Washington, DC: National Highway Traffic Safety Administration. Available at www.nhtsa.gov/staticfiles/nti/impaired_driving/pdf/811246.pdf

Marques, P. R., & Voas, R. B. (2010, March). Key Features of Ignition Interlock Programs. (Report No. DOT HS 811 262). Washington, DC: National Highway Traffic Safety Administration. Available at www.nhtsa.gov/staticfiles/nti/impaired_driving/pdf/811262.pdf

Governors Highway Safety Association. (n.a.). National Ignition Interlock Summit Summary Report. Washington, DC: Author. Available at www.ghsa.org/html/meetings/pdf/interlock/interlock.sum.rpt.pdf

Marques, P. R., Voas, R. B., Richard Roth, R., A. Scott Tippetts, A. S. (2010, November). Evaluation of the New Mexico Ignition Interlock Program. (Report No. DOT HS 811 410). Washington, DC: National Highway Traffic Safety Administration. Available at <http://www.nhtsa.gov/staticfiles/nti/pdf/811410.pdf>

NHTSA. (2010, November). Evaluation of the New Mexico Ignition Interlock Program. (Report No. DOT HS 811 410). Washington, DC: National Highway Traffic Safety Administration. Available at http://www.nhtsa.gov/staticfiles/traffic_tech/tt401.pdf

Traffic Injury Research Foundation. (n.a.). Alcohol Interlock Curriculum for Practitioners. Ottawa, Canada: Author. Available at <http://aic.tirf.ca/section1/index.php>

Traffic Injury Research Foundation. (n.a.). International Inventory of Interlock Programs. Ottawa, Canada: Author. Available at <http://iiip.tirf.ca/>

Robertson, R. D., Holmes, E., & Vanlaar, W. G. M. (2010, October). The Implementation of Alcohol Interlocks for Offenders: A Roadmap. Ottawa, Canada: Traffic Injury Research Foundation. Available at http://tirf.ca/publications/PDF_publications/CC_2010_Roadmap_2.pdf

Fieldler, K., Brittle, C, and Stafford, S. (2012, October). Case Studies of Ignition Interlock Programs. (Report No. DOT HS 811 262) Washington, DC: National Highway Traffic Safety Administration. Available at http://www.nhtsa.gov/staticfiles/nti/impaired_driving/pdf/811246.pdf

Roth, R. (2012, August). 2012 Survey of Currently-Installed Interlocks in the U.S. Santa Fe, NM: Author. Available at <http://www.rothinterlock.org/2012surveyofcurrentlyinstalledinterlocksintheus.pdf>

Appendix A

Agenda 1

Ignition Interlock Institute, Orlando, Florida

Agenda

Tuesday, August 25

Lunch on your own

- 1:00pm Welcome and introductions – *Regency D/E*
Laura Dean Mooney, MADD National President
- 1:30pm Why does MADD and NHTSA support Ignition Interlocks?
Laura Dean Mooney; Carmen Hayes, NHTSA
- 2:30pm Break-Out Session #1
Florida – *Tullamarine*
Georgia – *Regency D/E*
Tennessee – *TegeI*
- 3:30pm Interlock Technology – *Regency D/E*
Deborah Coffey, Vice President-Government Affairs
Smart Start, Inc.
- 4:30pm Break (15 minutes) – *Regency Foyer*
- 4:45pm Research findings and successes
Dick Roth, New Mexico
- 6:15pm Dismissal for dinner
- 7:00pm Working dinner – *Regency D/E*
Laura Dean Mooney, MADD National President

Break-out #1:

- *What is the current status of ignition interlocks in your state?*
 - *How many are in use?*
- *When are interlocks ordered in your state?*
- *Who orders interlocks? When?*
- *What are some of the reasons interlocks are not working in your state?*
- *What sort of barriers are you experiencing to full interlock use?*

Ignition Interlock Institute, Orlando, Florida

Agenda (page two)

Wednesday, August 26

- 7:00am Continental breakfast until 8:00 – *Regency Foyer*
- 8:00am Presentation on state laws – *Regency D/E*
Tom Kimball; Fay McCormack; Matt Olszewski;
JT Griffin; Frank Harris
- 9:00am Best practices for implementation of interlock programs
Judge Karl B. Grube
Don Murray, Executive Director, MADD Florida
Barbara Lauer, FL DMV
- 10:00am Break (30 minutes) (Refreshments – *Regency Foyer*); check-out
- 10:30am Break-out Session #2
Florida – *Tullamarine*
Georgia – *Regency D/E*
Tennessee - *Tegel*
- 11:30am Lunch and Report-out from states – *Regency D/E*
(*Pick up boxed lunch – Regency Foyer*)
- 12:30pm Wrap-up
- 1:00pm Dismissal of Institute

Break-out #2:

- Re-cap of Break-out #1 notes
- What steps are needed to increase interlock usage in your state?
 - Georgia and Tennessee: How do you reach out to judges?
- What can be done to improve communication within the DUI community?
 - Courts, DMV, law enforcement
- How do you propose overcoming the barriers listed in Break-out #1?
- Provide three action steps to implement interlocks in your state.

Appendix B

Agenda 2

Ignition Interlock Institute Denver, Colorado

Agenda

Tuesday, October 20

Lunch on your own

- 1:00pm Welcome and introductions
Laura Dean Mooney, MADD National President
Bill Watada, NHTSA Region 8 Administrator
- 1:30pm Purpose and Expectations for the Institute
Heidi Coleman, NHTSA
JT Griffin, MADD
- 2:15pm Research on Effectiveness and Challenges
Dick Roth, New Mexico
- 3:15pm Interlock Technology
Jerry Stanton, Affordable Ignition Interlock
- 4:00pm Break
- 4:15PM Break-Out Session #1

Break-out #1:

- *What is the current status of ignition interlocks in your state?*
 - *How many are in use?*
- *When are interlocks ordered in your state?*
- *Who orders interlocks? When?*
- *What are some of the reasons interlocks are not working in your state?*
- *What sort of barriers are you experiencing to full interlock use?*

5:45pm Dismiss for Dinner

6:30pm Working Dinner
Report Out from Each State
Laura Dean Mooney, MADD National President

Ignition Interlock Institute, Denver, Colorado

Agenda (page two)

Wednesday, October 21

- 7:00AM Continental Breakfast
- 8:00AM Presentation on State Laws
JT Griffin – National Overview
CO: Chris Halsor
SD: Paul Bachand
ND: Aaron Birst
- 9:00AM Innovative Solutions
Dick Roth, New Mexico
- 9:30AM Break
- 9:45AM Break-Out Session #2

Break-out #2:

- Re-cap of Break-out #1 notes
- Provide three action steps to implement interlocks in your state.
- If time permits:
- What steps are needed to increase interlock usage in your state?
- What can be done to improve communication within the DUI community?
 - Courts, DMV, law enforcement
- How do you propose overcoming the barriers listed in Break-out #1?

- 10:45AM Report Out from Each State
- 11:45AM Complimentary Technologies and Approaches
Tom Trenbeath, North Dakota's 24/7 Program
Paul Bachand, South Dakota's 24/7 Program
- 12:15PM Wrap Up
- 12:30PM Dismissal of Institute (box lunch provided)

Appendix C

Agenda 3

**Ignition Interlock Institute
Little Rock, Arkansas
Region 7**

Agenda

Tuesday, June 15, 2010

- 7:30 a.m. Registration
- 8:00 a.m. Welcome and Introductions
Colonel Winford Phillips, Arkansas State Police
Romell Cooks, NHTSA Region 7 Administrator
Laura Dean Mooney, MADD National President
- 8:30 a.m. Purpose and Expectations for the Institute
Cheryl Neverman, NHTSA Headquarters
J. T. Griffin, MADD
- 9:00 a.m. Research on Effectiveness and Challenges
Dick Roth, New Mexico
- 10:00 a.m. Break
- 10:15 a.m. Interlock Technology - Industry Representative
Debra Coffey, Smart Start
- 10:55 a.m. Break Out Session

11:00

Break-out #1 - Regional Program Managers Facilitate

- What is the current status of ignition interlocks in your state?
 - How many are there?
- When are interlocks ordered in your state?
- Who orders interlocks? When?
- What are some of the reasons interlocks are not working in your state?
- What sort of barriers are you experiencing to full interlock use?

Continuation of Day 1

12:30 Working Lunch
Laura Dean Mooney, MADD National President

1:30 p.m. Presentation on State Laws (10 minutes w/ handout on laws)

Arkansas	Anita Boatman
Iowa	Larry Sauer
Kansas	Pete Bodyk
Missouri	Leanna Depue/Jackie Rogers
Nebraska	Fred Zwonechek

2:30 p.m. Innovative Solutions/ Next Step Recommendations
Dick Roth, New Mexico

3:00 p.m. Break (Move to break out rooms)

3:15 p.m.

Break-out #2:- Regional Program Managers Facilitate

- Re-cap of Break-out #1 notes
- Provide three action steps to implement interlocks in your state.
- If time permits:
 - What steps are needed to increase interlock usage in your state?
 - What can be done to improve communication within the DUI community?
 - Courts, DMV, law enforcement
- How do you propose overcoming the barriers listed in Break-out #1?

4:45 p.m. Guidance for tomorrow morning report outs
Wrap Up –

Wednesday, June 16, 2010

- 7:00 Continental Breakfast
- 8:00 a.m. Regroup – welcome back
- 8:15 a.m. Report Out from Each State
- 9:30 a.m. Best Practice
Monitoring and Tracking Ignition Interlock Users
Jackie Rogers, Missouri Highway Safety Division
- 10:00 a.m. National Model Law Drafting Effort
Marty Conboy, Omaha City Prosecutor
Omaha, NE
- 10:15 a.m. Break
- 10:30 a.m. Region 7 Meeting
Reauthorization
Management Review Concerns- Jim Green
CIOT Successes
Grant Program Updates
Distracted Driving
Tri-Regional Motorcycle Summit
- 12:30 Box Lunch –
Adjourn

Travel Safe

Appendix D

Agenda 4



Ignition Interlock Institute
New Orleans, Louisiana

Agenda Day One

Monday, August 09, 2010

Lunch on your own

1:00pm Welcome and introductions
Georgia S. Chakiris, NHTSA Region 6 Administrator
Laura Dean Mooney, MADD National President

1:30pm Purpose and Expectations for the Institute
Cheryl Neverman, NHTSA Impaired Driving Division
JT Griffin, MADD VP of Policy

Institute Facilitator – Timothy E. Fitten, II, NHTSA Region 6

2:15pm Research on Effectiveness and Challenges
Dick Roth, Impact DUI

3:15pm Interlock Technology
Debra Coffey, Smart Start

4:00pm Break

4:15pm Break-Out Session #1

Break-out Room Assignments

Louisiana – Pontalba Room
Mississippi – Presbytere Room
New Mexico – Cathedral Room
Oklahoma – Gallier Room
Texas – Vieux Carre Room

Break-out #1:

- *What is the current status of ignition interlocks in your state?*
 - *How many are in use?*
- *When are interlocks ordered in your state?*
- *Who orders interlocks? When?*
- *What are some of the reasons interlocks are not working in your state?*
- *What sort of barriers are you experiencing to full interlock use?*
- *What are the strengths and weaknesses of your interlock program?*
- *What are the opportunities and challenges with your current law?*

5:45pm Dismiss for Dinner

6:30pm Working Dinner
Report Out from Each State
Laura Dean Mooney, MADD National President

Agenda Day Two

Tuesday, August 10

7:00AM Continental Breakfast

Institute Facilitator – Kenneth Copeland, NHTSA Region 6

8:00AM Presentation on State Ignition Interlock Laws
JT Griffin – National Overview
LA, MS, OK, NM, TX

9:00AM Innovative Solutions
Dick Roth, Impact DUI

9:30AM Break

9:45AM Break-Out Session #2

Break-out Room Assignments

Louisiana – Pontalba Room
Mississippi – Presbytere Room
New Mexico – Cathedral Room
Oklahoma – Gallier Room
Texas – Vieux Carre Room

Break-out #2:

- Re-cap of Break-out #1 notes
- Provide three action steps to implement interlocks in your state.
 - Roles and Responsibilities for implementation
- If time permits:
- What steps are needed to increase interlock usage in your state?
- What can be done to improve communication within the DUI community?
 - Courts, DMV, law enforcement
- How do you propose overcoming the barriers listed in Break-out #1?

- 10:45AM Report Out from Each State
- 12:15PM Wrap Up
- 12:30PM Dismissal of Institute (box lunch provided)

Appendix E

Agenda 5



Ignition Interlock Institute
Scranton, Pennsylvania

Agenda Day One

Wednesday, March 9, 2011

Facilitators: Richard Simon and Francisco Gomez, NHTSA

Lunch on your own

- 1:00 PM Welcome and introductions
- ↓ Laura Dean Mooney, MADD National President
 - ↓ Richard Simon, Deputy Regional Administrator-NHTSA
- 1:30 PM Purpose and Expectations for the Institute
- ↓ Cheryl Neverman, Senior Program Manager, NHTSA
 - ↓ JT Griffin, MADD
- 2:15 PM Interlock Technology
- ↓ Debra Coffey- Smart Start
- 3:15 PM Research on Effectiveness and Challenges
- ↓ Richard Roth, PhD- Impact DUI
- 4:00 PM Break
- 4:15PM Break-Out Session #1

Challenges – State Specific Issues – Interlock Program Work Flow- Responsibility

- 5:45pm Dismiss for Dinner
- 6:30pm Working Dinner
- ↓ Building the Foundation,
 - ↓ Report Out from Each State
 - ↓ Laura Dean Mooney, MADD National President

Ignition Interlock Institute,
Scranton Pennsylvania

Agenda Day Two

Thursday, March 10, 2011

Facilitators: Francisco Gomez and Shannon Purdy, NHTSA

- 7:00 AM Continental Breakfast
- 8:00 AM Presentation on State Ignition Interlock Laws- National Overview
↓ JT Griffin, Vice President of Public Policy – MADD
- 8:10 AM State Overview Presentation NY:
↓ Joe McCormack, NY Traffic Safety Resource Prosecutor
- 8:20 AM State Overview Presentation NJ:
↓ Richard Maxwell, Sgt (Ret), Colts Neck Police Department
- 8:30 AM State Overview Presentation PA:
↓ Stephen Erni, Executive Director PA DUI Association
- 8:40 AM State Overview Presentation PR:
↓ Janet Parra, Prosecutor Puerto Rico Justice Department
- 8:50 AM Innovative Solutions
↓ Richard Roth, PhD- Impact DUI
- 9:30 AM Break
- 9:45 AM Break-Out Session #2

Action Steps- Plan

- 11:00 AM Report out from each State
- 12:15PM Closing Remarks
↓ Shannon Purdy, Regional Program Manager- NHTSA
↓ Laura Dean Mooney, National President- MADD
- 12:30PM Dismissal of Institute (box lunch provided)

Appendix F

Agenda 6



Ignition Interlock Institute
Manchester, New Hampshire

Agenda Day One

Tuesday, April 12, 2011

Lunch on your own

1:00pm Welcome and introductions

- ↓ Jan Withers, MADD National President Elect
- ↓ NHTSA Regional Office (TBD)

1:30pm Purpose and Expectations for the Institute

- ↓ Cheryl Neverman, Senior Program Manager, NHTSA
- ↓ Frank Harris, Public Policy – MADD

2:15pm Interlock Technology

- ↓ Jack Dalton – National Interlock Systems

3:15pm Research on Effectiveness and Challenges

- ↓ Richard Roth, PhD- Impact DUI

4:00pm Break

4:15PM Break-Out Session #1

Challenges – State Specific Issues – Interlock Program Work Flow – Responsibility

5:45pm Dismiss for Dinner

6:30pm Working Dinner

- ↓ Building the Foundation, NHTSA (TBD)
- ↓ Report Out from Each State – Laws and status
- ↓ Jan Withers, MADD National President-elect

Ignition Interlock Institute,
Manchester, New Hampshire

Agenda Day Two

Wednesday, April 13, 2011

- 7:00 AM Continental Breakfast
- 8:00 AM Presentation on State Ignition Interlock Laws- National Overview
↓ Frank Harris, Public Policy – MADD
- 8:10 AM State Overview Presentation CT
- 8:20 AM State Overview Presentation MA
- 8:30 AM State Overview Presentation ME
- 8:40am State Overview Presentation NH
- 8:50am State Overview Presentation RI
- 9:00am State Overview Presentation VT
- 9:10am Innovative Solutions
↓ Richard Roth, PhD- Impact DUI
- 9:40 AM Break
- 9:55 AM Break-Out Session #2

Action Steps Planning

- 11:00 AM Report Out from Each State
- 12:15PM Closing Remarks
↓ NHTSA Regional Office (TBD)
↓ Jan Withers, MADD National President-elect
- 12:30PM Dismissal of Institute (box lunch provided)

Break-out #1:

- *What is the current status of ignition interlocks in your state?*
 - *How many are in use?*
 - *Advantages of your program?*
 - *Disadvantages?*
- *When are interlocks ordered in your state?*
- *Who orders interlocks? When?*
- *What sort of barriers are you experiencing to full interlock use?*

Break-out #2:

- *Re-cap of Break-out #1 notes*
- *What steps are needed to increase interlock usage in your state?*
- *What can be done to improve communication within the DUI community?*
 - *Courts, DMV, law enforcement*
- *How do you propose overcoming the barriers listed in Break-out #1?*
- *Provide three action steps to implement interlocks in your state*

Appendix G

Agenda 7



Ignition Interlock Institute
Seatac, Washington
NHTSA Region 10

Agenda Day One

Tuesday, December 07, 2010

Institute Facilitator – Shirley Wise, NHTSA Region 10

Lunch on your own

- 1:00pm Welcome and introductions
 - ↓ John Moffat, Regional Administrator - NHTSA
 - ↓ Laura Dean Mooney, National President - MADD
 - ↓ Troy Costales, Vice-Chair - GHSA

- 1:30pm Purpose and Expectations for the Institute
 - ↓ Cheryl Neverman, Senior Program Manager - NHTSA
Headquarters Impaired Driving Division
 - ↓ JT Griffin, Vice President of Public Policy - MADD

- 2:15pm Research on Effectiveness and Challenges
 - ↓ Richard Roth, PhD - Impact DUI

- 3:15pm Interlock Technology
 - ↓ Debra Coffey – Smart Start

- 4:00pm Break

- 4:15pm Break-Out Session #1

Challenges – State Specific Issues – Interlock Program Work Flow - Responsibility

- 5:45pm Dismiss for Dinner

- 6:30pm Working Dinner
 - Report Out from Each State
 - ↓ Laura Dean Mooney, National President - MADD

Agenda Day Two

Wednesday, December 8

- 7:00am Continental Breakfast
- 8:00am Presentation on State Ignition Interlock Laws – National Overview
↓ JT Griffin, Vice President of Public Policy - MADD
- 8:10am State Overview Presentation AK
↓ State Team Lead
- 8:20am State Overview Presentation ID
↓ State Team Lead
- 8:30am State Overview Presentation MT
↓ State Team Lead
- 8:40am State Overview Presentation OR
↓ State Team Lead
- 8:50am State Overview Presentation WA
↓ State Team Lead
- 9:00am Innovative Solutions
↓ Richard Roth, PhD - Impact DUI
- 9:45am Break
- 10:00am Break-Out Session #2

Action Steps - Plan

- 11:00am Report Out from Each State
- 12:15pm Closing Remarks
↓ John Moffat, Regional Administrator - NHTSA
↓ Laura Dean Mooney, National President - MADD
- 12:30pm Dismissal of Institute (box lunch provided)

Appendix H

Agenda 8



Ignition Interlock Institute
NHTSA Region 5
Madison, Wisconsin

Agenda Day One

Tuesday, October 23, 2012

Institute Facilitator – Alex Cabral, NHTSA Region 5

Lunch on your own

- 1:00pm Welcome and introductions
 - ✚ Michael Witter, Regional Administrator - NHTSA
 - ✚ Jan Withers, National President – MADD
- 1:30pm Purpose and Expectations for the Institute
 - ✚ Diane Wigle, Division Chief, Impaired Driving Division, NHTSA
 - ✚ Frank Harris, State Legislative Affairs Manager - MADD
- 2:15pm Research on Effectiveness and Challenges
 - ✚ Richard Roth, PhD - Impact DUI
- 3:15pm Interlock Technology
 - ✚ Susan Hackworthy, Wisconsin State Patrol
- 4:00pm Break
- 4:15pm Break-Out Session #1

Challenges – State Specific Issues – Interlock Program Work Flow – (see break-out sheet)

- 5:45pm Dismiss for Dinner
- 6:30pm Working Dinner
 - ✚ Report out from each State from Break-Out #1
 - ✚ Jan Withers, MADD National President

Agenda Day Two

Wednesday, October 24, 2012

- 7:00am Working Breakfast
✚ State Ignition Interlock Laws – National Overview
Frank Harris, MADD
- 8:00am State Overview – Laws and Status for Ohio
- 8:10am State Overview – Laws and Status for Illinois
- 8:20am State Overview – Laws and Status for Indiana
- 8:30am State Overview – Laws and Status for Michigan
- 8:40am State Overview – Laws and Status for Minnesota
- 8:50am State Overview – Laws and Status for Wisconsin
- 9:00am Innovative Solutions
✚ Richard Roth, PhD - Impact DUI
- 10:00am Break-Out Session #2

Action Steps Planning – (see break out sheet)

- 11:00am Report Out from Each State
- 12:15pm Closing Remarks
✚ Michael Witter, Regional Administrator - NHTSA
✚ Jan Withers, National President - MADD
- 12:30pm Dismissal of Institute



Ignition Interlock Institute
NHTSA Region 5
Madison, Wisconsin

Break-Out Session #1

Challenges – State Specific Issues – Interlock Program Work Flow – Responsibility

- *What is the current status of ignition interlocks in your state?*
 - *How many are in use?*
 - *Advantages of your program?*
 - *Disadvantages?*
 - *When are interlocks ordered in your state?*
 - *Who orders interlocks?*
 - *What sort of barriers are you experiencing to full interlock use?*
-

Break-Out Session #2

- § *Re-cap of Break-out #1 notes*
- § *What steps are needed to increase interlock usage in your state?*
- § *What can be done to improve communication within the DUI community?*
 - *Courts, DMV, law enforcement*
- § *How do you propose overcoming the barriers listed in Break-out #1?*

Provide three action steps to implement interlocks in your state

Appendix I

**Ignition Interlocks and Drunk Driving
By Richard Roth, PhD**

IGNITION INTERLOCKS AND DRUNK DRIVING

Richard Roth, PhD



Research Supported By
NM TSB, NHTSA, PIRE, RWJ, and Impact DWI

Interlock Institute
Sponsored by MADD and NHTSA

Drunk Driver Plows into Mexican Bike Race One Dead, 10 Injured , June 1, 2008



NHTSA/MADD - Interlock Conference

Many Interventions Contributed to Reducing Drunk Driving in NM

- Ignition Interlocks
- Increased Enforcement
- Publicity and Prevention Programs
- DWI Task Force and Czar
- Mandatory Treatment for Subsequent Offenders
- DWI Courts
- License Revocation
- Victim Impact Panels
- Alcohol Sales Restrictions
- Research to guide legislative choices

An Ignition Interlock is an Electronic Probation Officer

- Dedicated Probation Officer in Front Seat
- On duty 24 hours per day
- Tests and Records daily BAC's
- **Allows only Alcohol-Free Persons to Drive**
- Reports All Violations to the Court
- Costs Offender only \$2.30 per day
(1 less drink per day)

Sanctions Probation Violation Immediately

Interlocks are Effective, Cost-Effective and Fair

- Interlocks reduce DWI re-arrests by 40-90%
- They reduce the economic impact of drunk driving by \$3 to \$7 for every \$1 of cost.
- Interlocks are perceived as a fair sanction by 85% of over 12,000 offenders surveyed.

..But they only work if...
you get them installed

Only One out of Seven DWI Offenders Install Interlocks



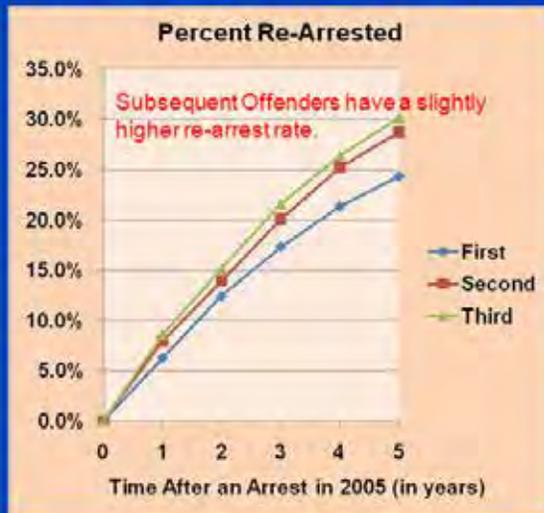
IGHISA/MADD - Interlock Campaign

8

Where Should We Focus our Resources?

In the past we have focused on Subsequent Offenders.

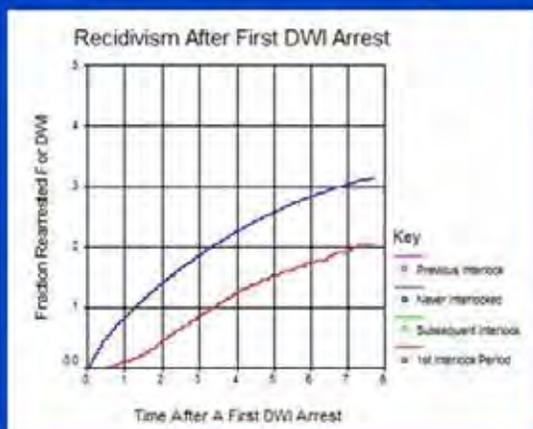
Now we are Focussing on First Offenders



Data from NM CTS, Plots by Roth 3/1/11

IGHSA/AROD-Interlock Comparisons

Interlocked Offenders Have Less Recidivism For up to 8 Years After Arrest



I. Developing an Interlock Program

1. Identify Goals
2. Use Carrots and Sticks
3. Eliminate Hoops
4. Close Loopholes
5. Triage Sanctions
6. Research

I.1. Identify Goals

Reduction of Drunk Driving Crashes, Injuries, and Fatalities.

With Effective, Cost-Effective, and Fair Sanctions

Objectives in Performance Terms

- Get interlocks installed ASAP after DWI.
- Get all offenders to install.
- Keep interlocks installed until there is evidence of changed behavior.

1.2. Increase the Incentives

- Right to Drive Legally
- Condition of Probation
- Right to Re-register Vehicle
- Avoid Electronic Sobriety Monitoring
- Reduce or Avoid Jail time
- Satisfy one requirement for an Unrestricted License

1.3. Eliminate the Hoops

- Period of Hard Revocation (Re-define)
- Fines and Fees Paid
- Outstanding legal obligations
- Alcohol Screening and Assessment
- Medical Evaluation
- DWI School
- Victim Impact Panel
- Community Service

I.4. Close Loopholes

- Not convicted
- Waiting out Revocation Period
- “No Car” or “Not Driving” Excuse
- Driving While Revoked
- Driving a non-interlocked vehicle
- Serve Warrants for Non-compliance

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I.5. Triage Up in Sanctions

- Extension of Interlock Period
- Photo Interlock
- Home Photo Breathalyzer
- Continuous BAC monitoring
- Treatment
- House Arrest
- Jail

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I.6. Research Measures of Effectiveness

- Interlocks per Arrested Offender
- Recidivism of Interlocked vs Not Interlocked
- Reduction in Overall Recidivism
- Reduction in DWI Crashes
- Reduction in DWI Injuries
- Reduction in DWI Fatalities

II. Model Ignition Interlock Program

by Dick Roth December 7, 2010

1. Mandatory Interlocks as a condition of probation for all convicted offenders. 1 yr for 1st, 2 yrs for second, 3 yrs for 3rd, and 5 yrs for 4 or more.
2. Electronic Sobriety Monitoring for convicted offenders who claim "no vehicle" or "not driving." Daily requirement of morning and evening alcohol-free breath tests as a condition of probation.(or \$1000/yr for supervised probation)
3. An ignition interlock license available to all persons revoked for DWI with no other restrictions. Allow MVD to set fee to cover cost.

Model Ignition Interlock Program

by Dick Roth December 7, 2010 continued

4. An Indigent Fund with objective standards such as eligibility for income support or food stamps.
5. Vehicle immobilization or interlock between arrest and adjudication. Offender's choice. (or Void Vehicle Registration or Interlock as a condition of Bond)
6. Vehicle forfeiture for driving a non-interlocked vehicle while revoked for DWI.
7. Compliance Based Removal: No end to revocation period before satisfaction of at least one year of **alcohol-free driving** with an IID. (eg. ≥ 5000 miles and ≥ 1 year with no recorded BAC >0.05 by any driver).
8. Criminal sanction for circumvention of IID.

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III. The New Mexico Interlock Program

1. Evolution of Laws
2. Interlock Installations vs Time
3. Currently Installed Interlocks vs Time
4. Interlock Licenses Granted
5. Comparisons to Other States
6. What We Have Learned

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III.1. The New Mexico Laws

- 1999 Optional Judicial Mandate for 2nd and 3rd DWI
- 2002 Mandatory Judicial Sanction for 1st Aggravated and All Subsequent Offenders
- 2002 Indigent Fund
- 2003 Ignition Interlock License available for all revoked offenders **with no waiting period.** (Admin. Prog.)
- 2005 Mandatory Judicial Sanction: 1 yr for 1st; 2 yrs for 2nd; 3 yrs for 3rd; and lifetime with 5 yr review for 4+
- 2005 ALR and JLR periods increased
- 2009 No Unrestricted License without Interlock Period
- 2010 Objective Standard for Indigency

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III.2.A

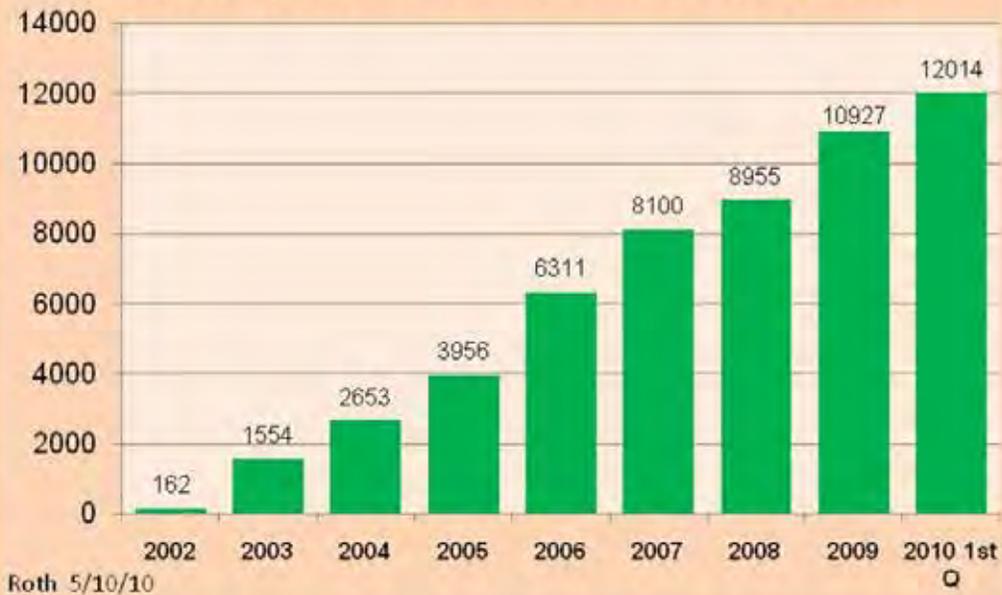


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III.3

Currently Installed Interlocks in NM by Year



BHTSW/MROD - Interlock Conference

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III.4

Interlock Licenses Issued by MVD 44,787 Issued by 10/12//2010; Current Rate= 12,683/yr Data from MVD; Plot by Dick Roth

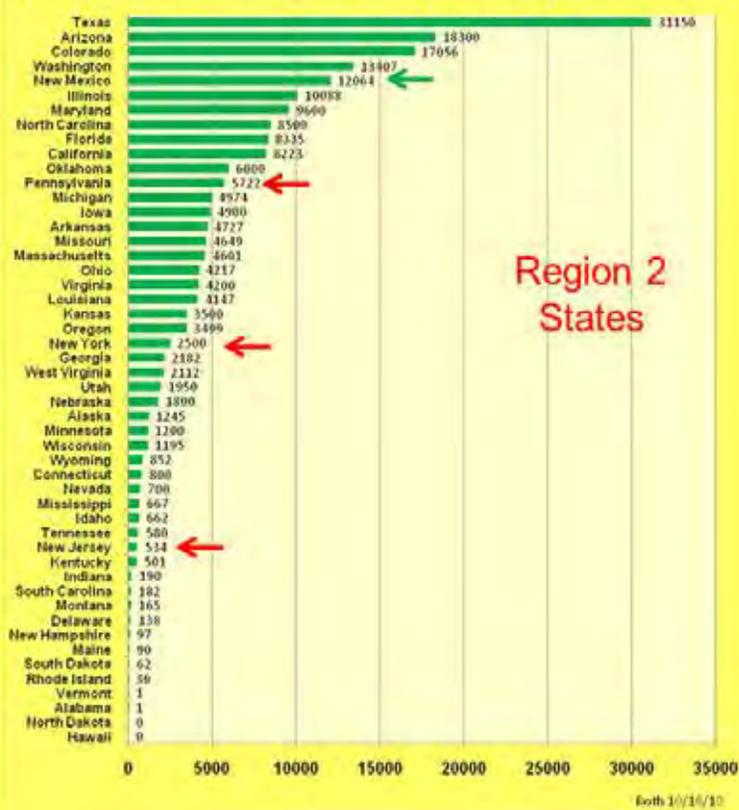


BHTSW/MROD - Interlock Conference

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III.5.A

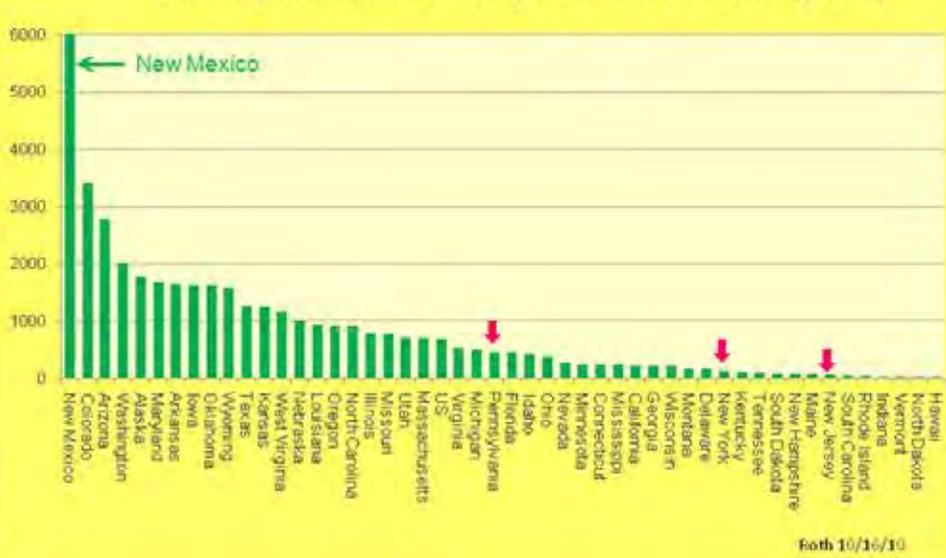
Figure 2 Currently Installed Ignition Interlocks by State



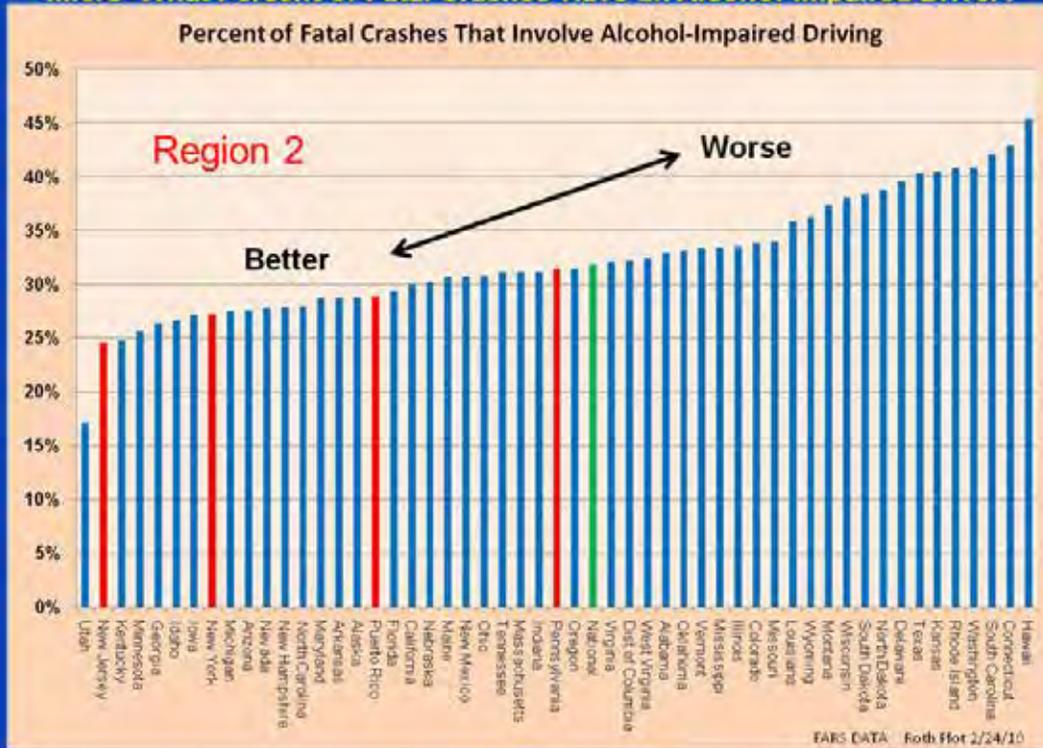
Region 2 States

III.5.B Per Capita Interlocks by State

Currently Installed Interlocks per Million Residents by State



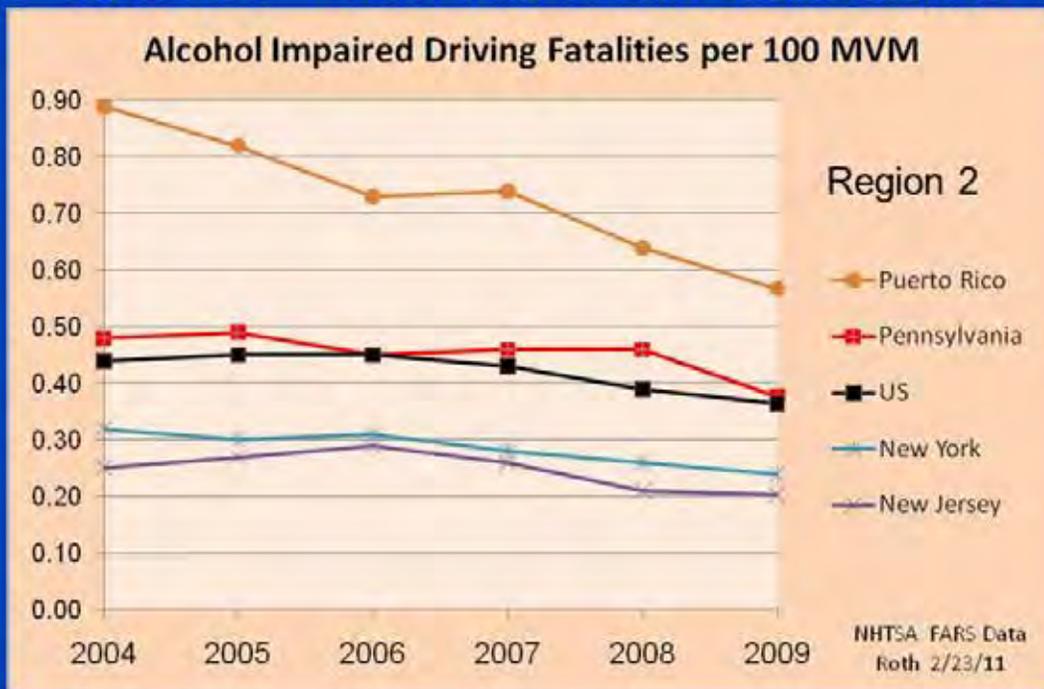
III.5.C What Percent of Fatal Crashes Have an Alcohol-Impaired Driver?



NHTSA/NMROD - Interlock Collaborative

25

III.5.D. One NHTSA Measure



NHTSA/NMROD - Interlock Collaborative

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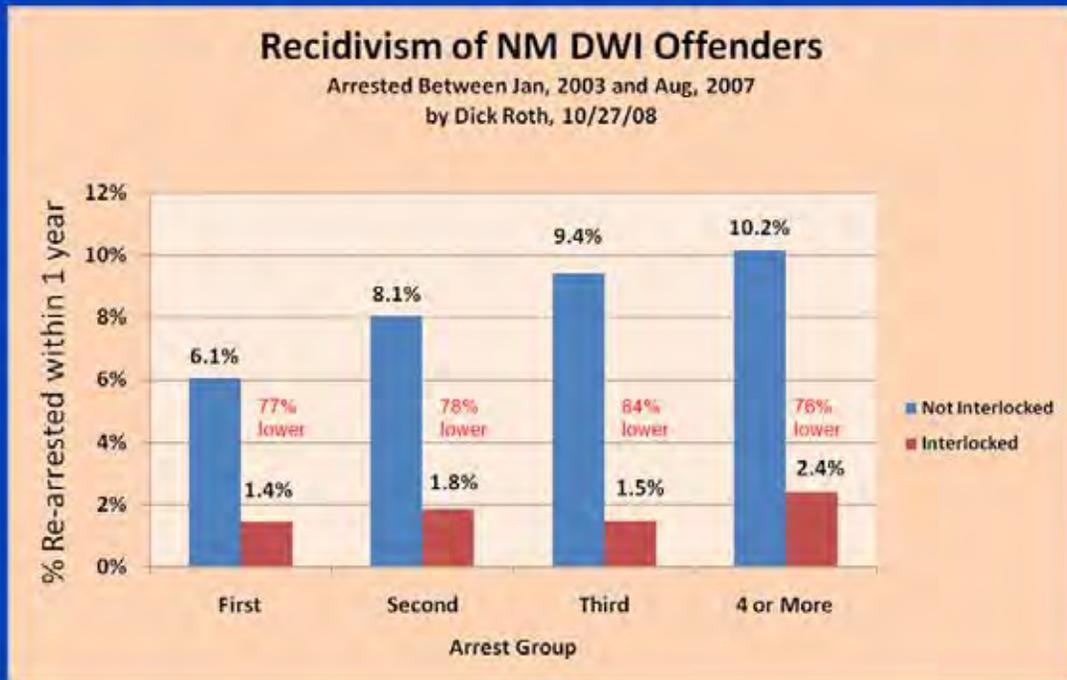
III.6. What We Have Learned in NM

- Judicial Mandates get more interlocks installed than Administrative requirements. 3 to 1 in NM.
- First offenders must be included because they are 60% to 80% of all DWI offenders, and almost as likely to be re-arrested as subsequent offenders.
- There must be an Interlock License available ASAP.
- Revoked offenders are 3-4 times more likely to be re-arrested for DWI than interlocked offenders.
- Hard revocation periods just teach offenders that they can drive without being arrested.
- **Given a choice, most offenders choose revocation over interlock ...and they keep driving after drinking.**

IV. Measures of Effectiveness

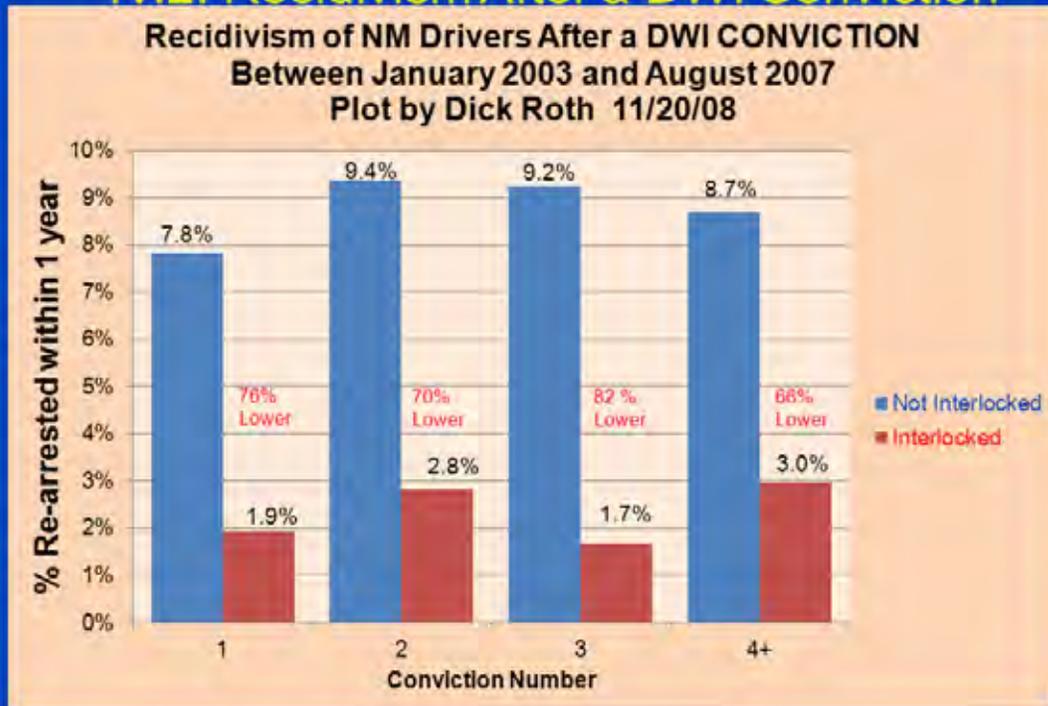
1. Recidivism After a DWI Arrest
2. Recidivism After a DWI Conviction
3. Overall Statewide Recidivism vs Time
4. Reduction in Alcohol-Involved Crashes
5. Reduction in Alcohol-Involved Injuries
6. Reduction in Alcohol-Involved Fatalities
7. Correlation between Interlocks Installed and Measures of Drunk Driving
8. New NHTSA Comparison Criteria: Alcohol-Impaired Driving Fatalities per 100 MVM
9. Opinions of Interlocked Offenders

IV.1.D Recidivism After a DWI Arrest in NM



BHTS-QMARD3-Interlock Comparisons

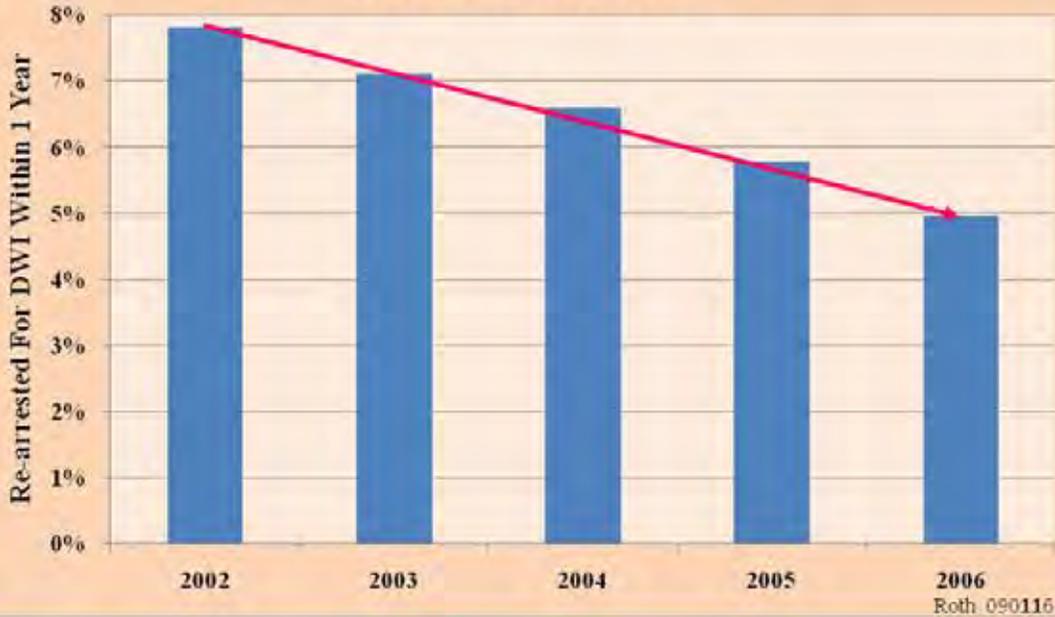
IV.2. Recidivism After a DWI Conviction



BHTS-QMARD3-Interlock Comparisons

IV.3. Overall DWI Recidivism

37% Reduction of Statewide Re-arrest Rate of Convicted DWI Offenders in NM

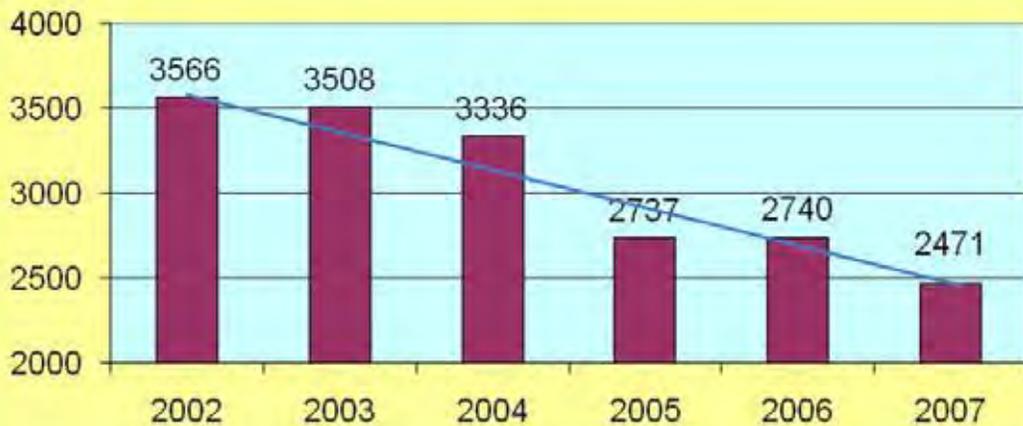


IGNITION INTERLOCK INSTITUTES

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IV.4.

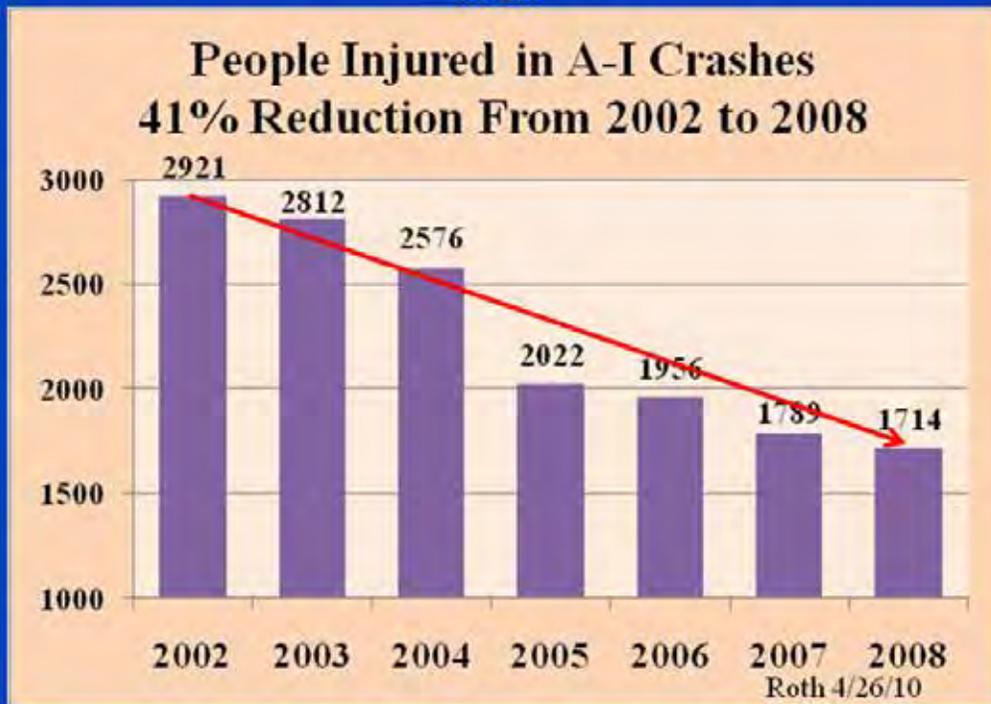
Alcohol-Involved Crashes
31% Reduction from 2002 to 2007



IGNITION INTERLOCK INSTITUTES

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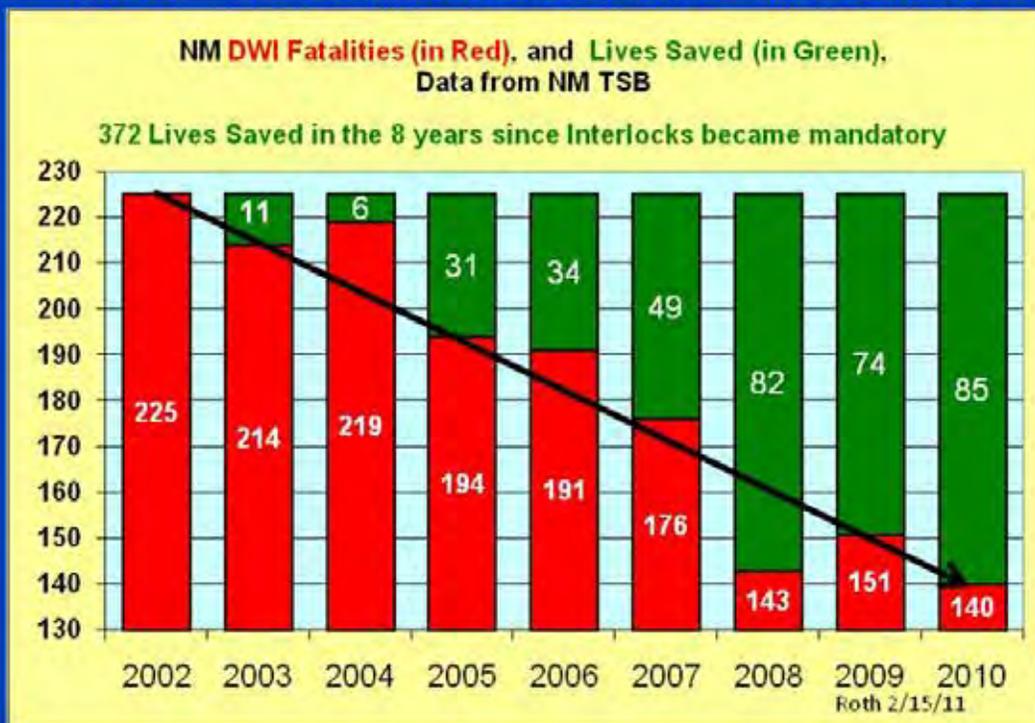
IV.5.



IGNITION INTERLOCK INSTITUTES

33

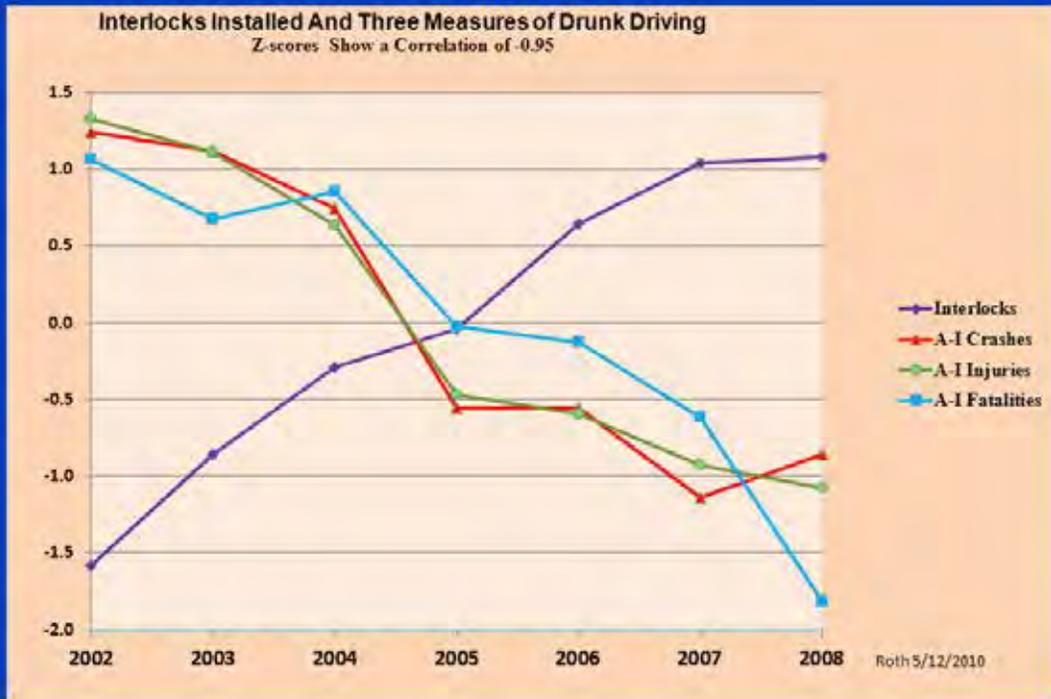
IV.6.B. NM Alcohol-Involved Fatalities Decreased 38%



IGNITION INTERLOCK INSTITUTES

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IV.7.



BHTSWAADD-Interlock Correlations

35

IV.8.



BHTSWAADD-Interlock Correlations

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IV.9.

Survey of 1513 Interlocked Offenders

- 88% Helpful in avoiding another DWI
- 83% Helpful at reducing their drinking
- 89% Effective at reducing their drunk driving
- 70% Cost-Effective..benefits outweigh the costs
- 80% A Fair Sanction For DWI Offenders
- 72% All convicted DWI's should have interlocks
- 63% All arrested DWI's should have interlocks.

V. Loopholes that Remain in NM

1. "No Car" or "Not Driving" excuse **SB306 2011**
2. No interlock between arrest and adjudication (Learning, DWI, Absconding) **SB308 2011**
3. Ineffective Penalty for DWR ..**SB307 2011**
4. ~~Possibility of waiting out revocation period without installing an interlock~~
5. ~~No Objective Standard for Indigency~~
6. Insufficient Funding: **Increase Alcohol Excise Tax**
7. Refusals and Drugs **Warrants for BAC SB387 2011**

PART 2

- First Offenders: Myths vs Research
- Young Offenders 16-30
- Miscellaneous Findings
- Model Interlock Program
- Discussion

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VI. Myths About First Offenders

1. First Offenders Drove Drunk Once
2. Are Not Alcohol Abusers or Alcoholics
3. Are a Negligible Part of the DWI Problem
4. Are Less Likely to be Re-Arrested
5. Are Not Responsible for Most DWI Fatalities
6. Interlocks are not cost-effective for them
7. Interlocks are a not a fair sanction for them
8. Interlocks are not effective for them
9. Interlocks are too lenient. Revoke them
10. Sanctions are more important than prevention

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VI.1

First Offenders Are Not First Offenders

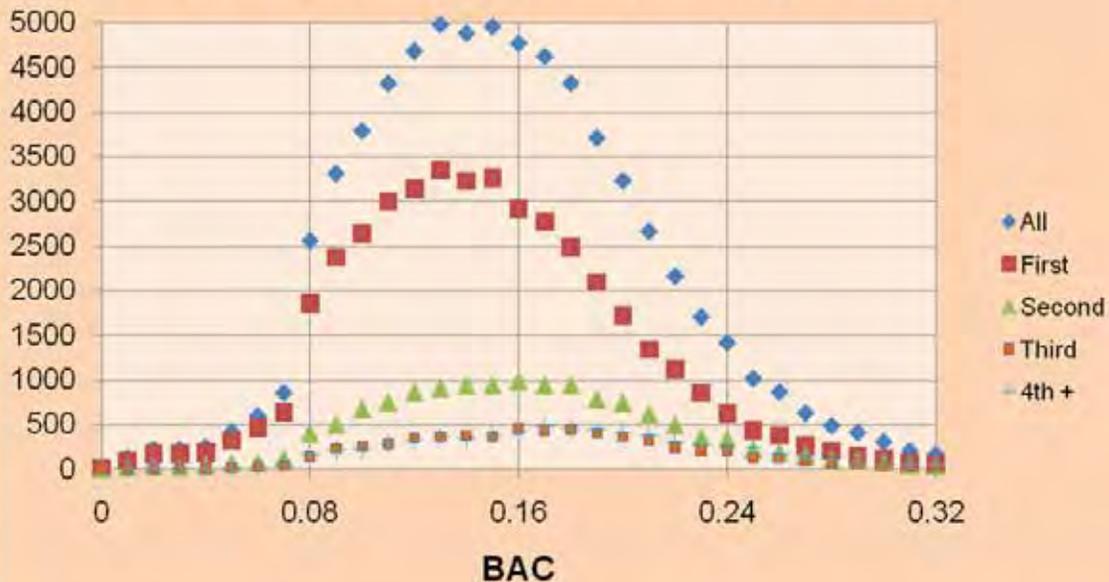
They are multiple offenders who were finally caught.

They have driven an average of 500 times after drinking before their first arrest.

R. Roth. Anonymous surveys of convicted DWI offenders at Victim Impact Panels in Santa Fe, NM

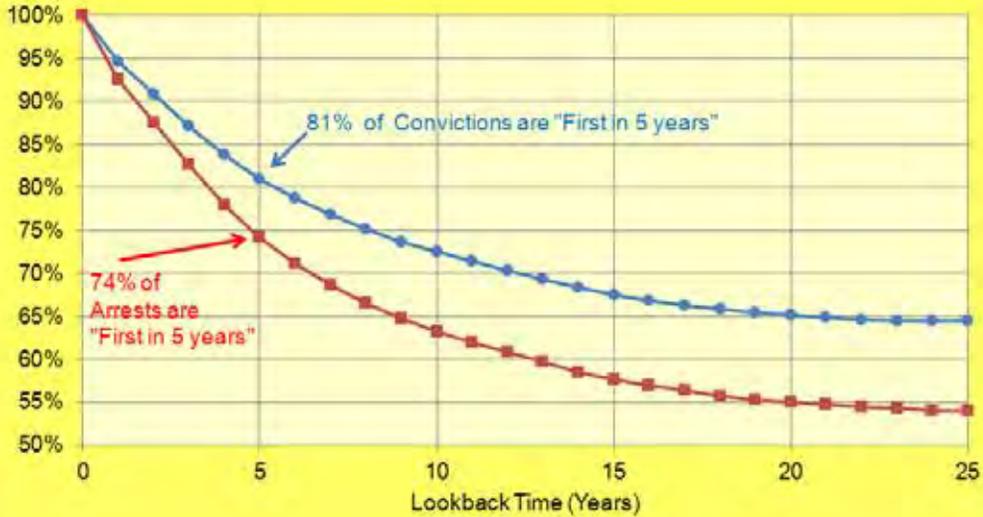
VI.2

BAC Distribution in NM 2004-2008



VI.3

Percent First Offenders vs Lookback Time in NM
2006-8 Data from CTS; Plot by Dick Roth 3/18/09



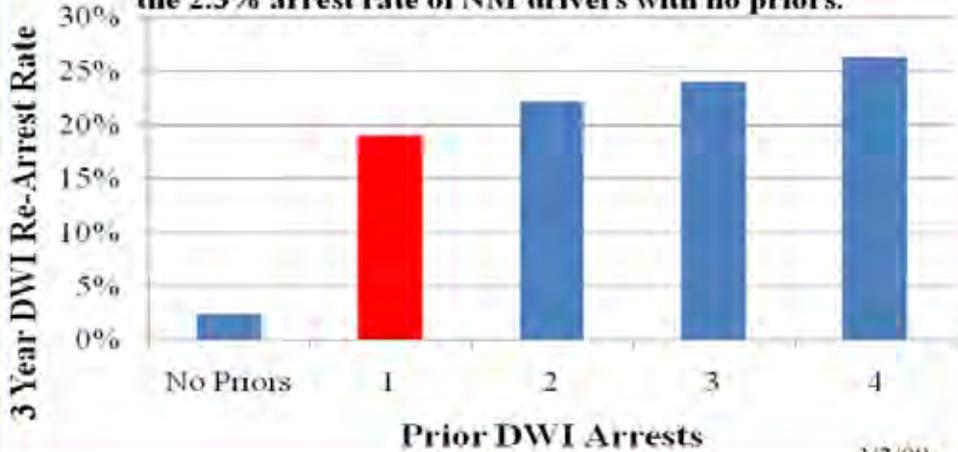
IGNITION INTERLOCK INSTITUTES

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VI. 4. First Offenders are Just as Dangerous as Subsequent Offenders

3 Year DWI Re-Arrest Rate in NM

The 19% re-arrest rate of first offenders is closer to the 22% rate of second offenders than to the 2.3% arrest rate of NM drivers with no priors.



3/2/09

VI.5

What Fraction of Impaired Drivers in Fatal Crashes are First Offenders?

NHTSA Definitions;
 Impaired Driver: BAC \geq 0.08
 First Offender: No BAC Conviction in Previous 3 Years.

92 %

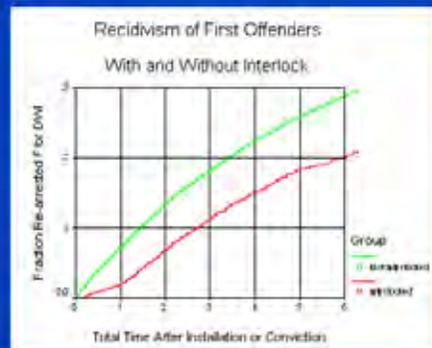
<http://www-nrd.nhtsa.dot.gov/Pubs/811155.pdf> pp 4-5

VI.8 Effective VI:6 Cost Effective

Recidivism of Convicted First Offenders 10,117 Interlocked; 33,348 Not Interlocked



Univariate HR(CG/IG)= 4.52
 Multivariate HR(CG/IG)= 4.01

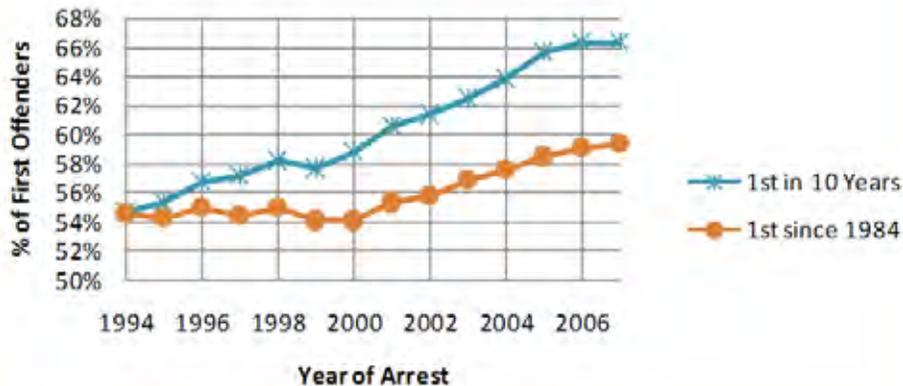


Univariate HR(CG/IG)= 1.77
 Multivariate HR(CG/IG)= 1.59

VI.10 The importance of Prevention and General Deterrents

DWI First Offenders in NM

Each Year a Greater Fraction of DWI Offenders are First Offenders. This indicates that our sanctions have been more successful than our prevention efforts.



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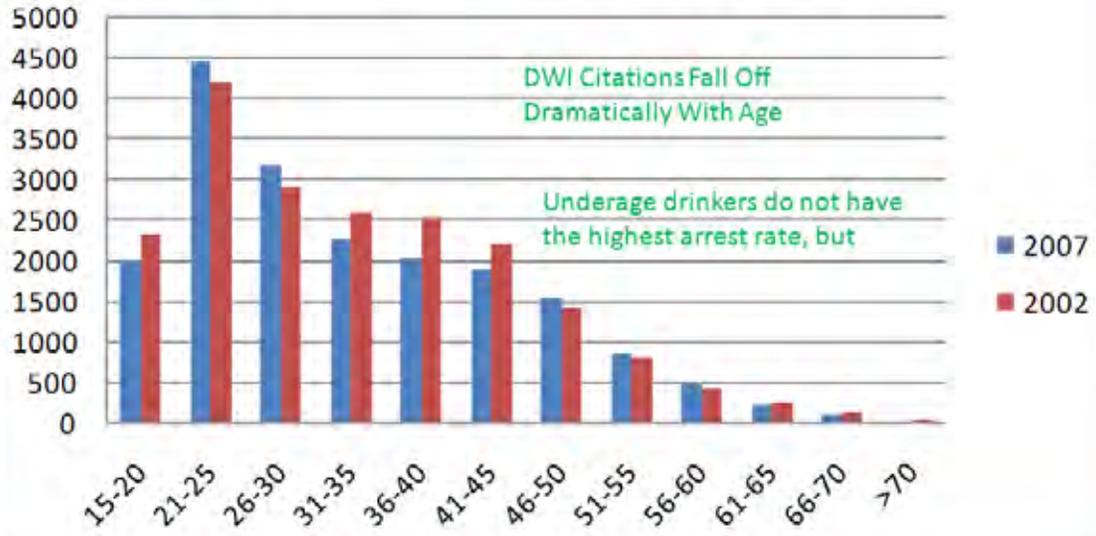
41

VII. Young Offenders (Under 30)

1. Have the highest DWI arrest rates
2. Have the highest re-arrest rates
3. Have the highest DWI crash rates

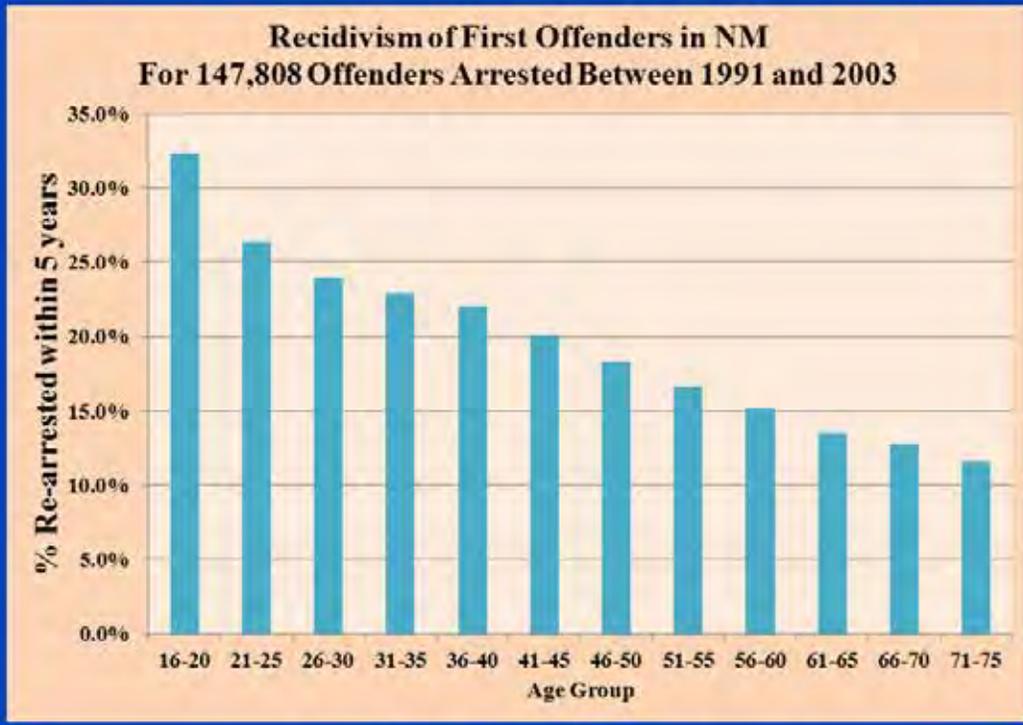
VII.1.

NM DWI Citations by Age Group



VII.2 Those who have their first DWI before 21 have the highest 5 year re-arrest rate.

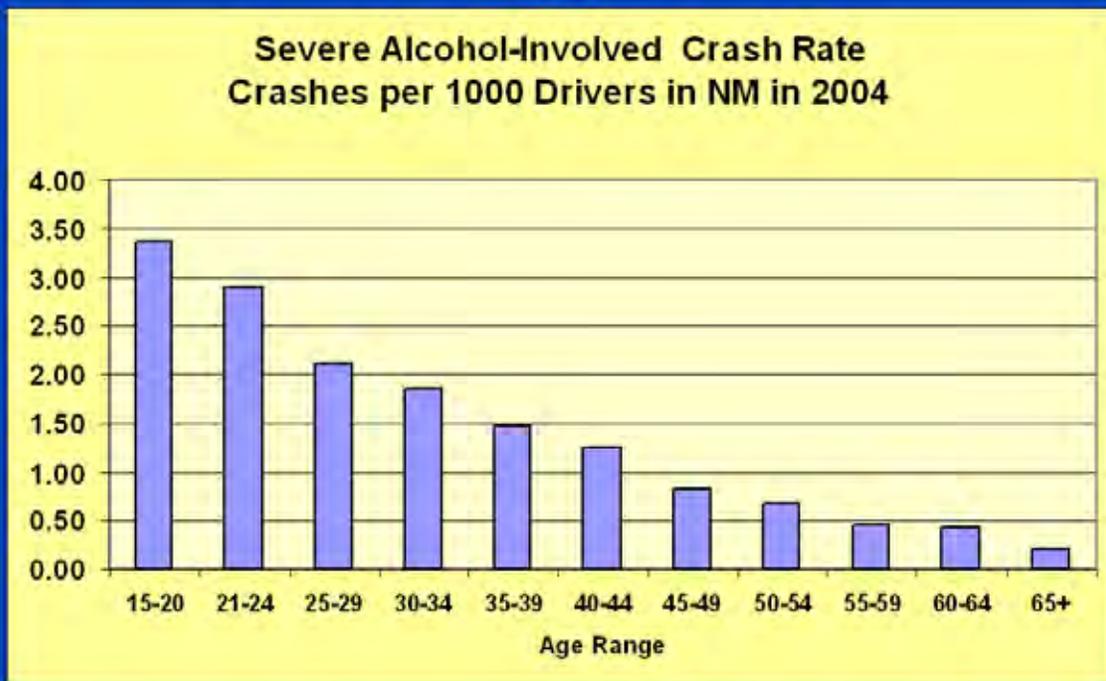
Recidivism of First Offenders in NM For 147,808 Offenders Arrested Between 1991 and 2003



PH TSA/MROD - Intalock Citations

50

VII.3.



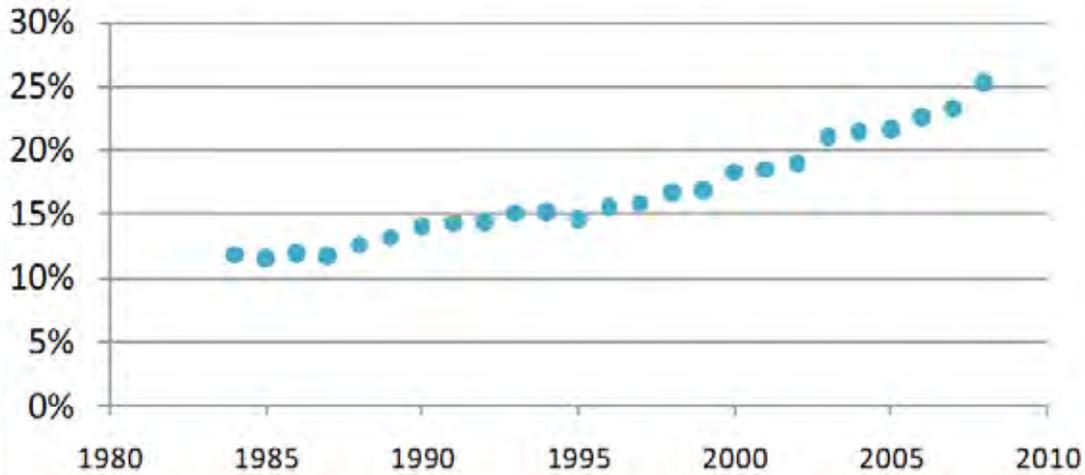
VIII. Miscellaneous Findings

1. Females are an increasing fraction of DWI
2. Longer interlock periods are more effective for subsequent offenders.
3. How do interlocked offenders get re-arrested for DWI?
4. Variations in Installation Rate by County.
5. Crime and Punishment
6. Who Dies in Alcohol-Impaired Crashes
7. BAC Limits by Country

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VIII.1. Female DWI's in NM

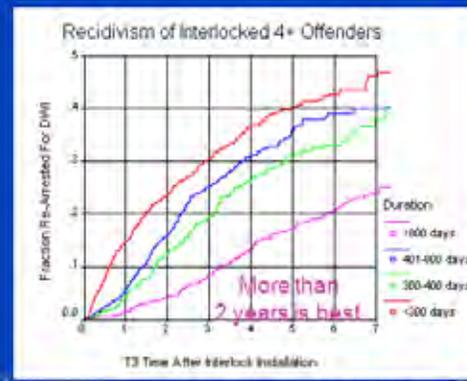
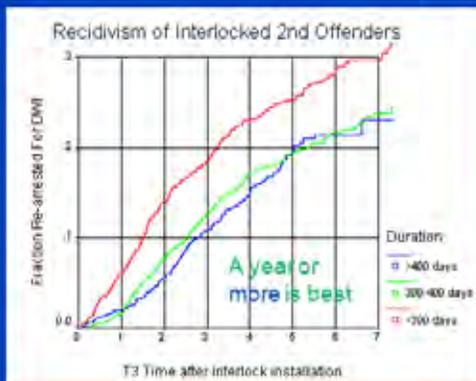
Fraction of DWI Offenders That Are Female vs Year of Arrest



WPIR/ATROD/INTERLOCK COURTESY

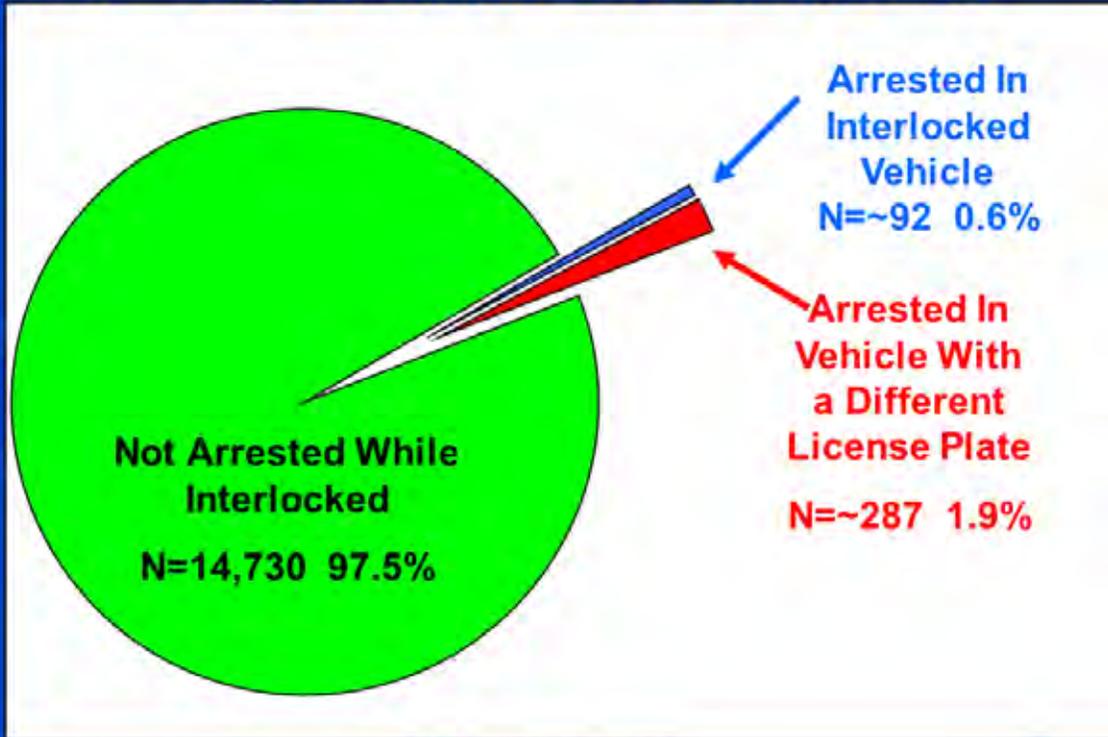
21

VIII. 2. Recidivism vs Duration of Interlock.....PRELIMINARY DATA



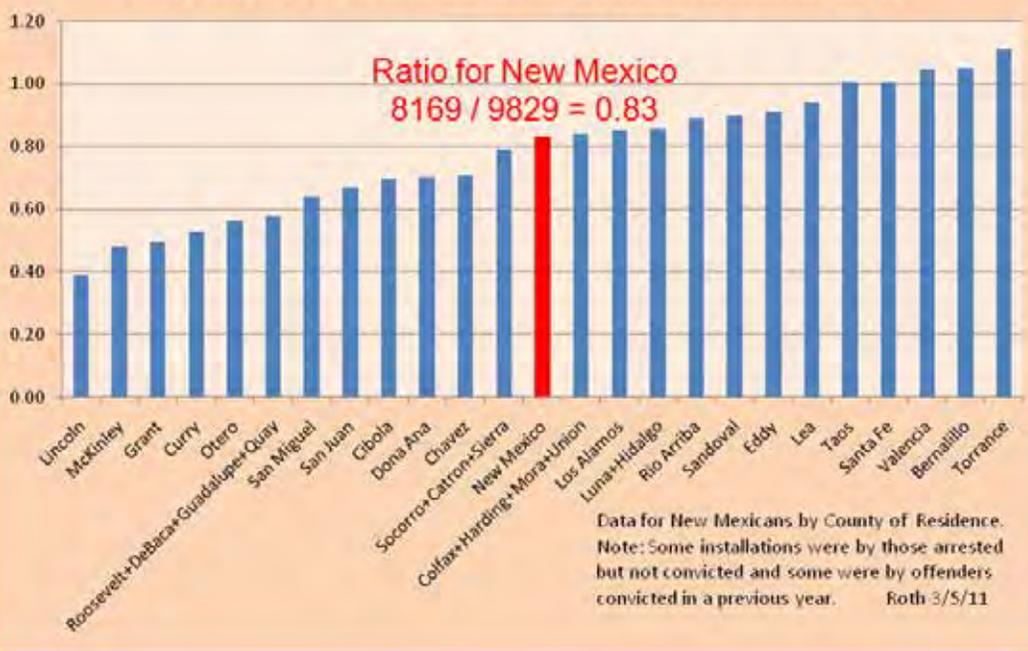
From T4: 101126 sav, T5: 101128 spt

VIII.3. Sample of 15,109 Interlocked In New Mexico



VIII.4.

New Interlock Installations per DWI Conviction in 2010



VIII.5. Crime and Punishment

Adam, Benito, and Charlie all go to a party, have 5 drinks, and decide to drive home.

1. Adam gets home safely
2. Benito gets arrested for DWI
3. Charlie kills someone

What is the Punishment?

Charlie goes to jail. Benito gets an interlock. Adam home free.

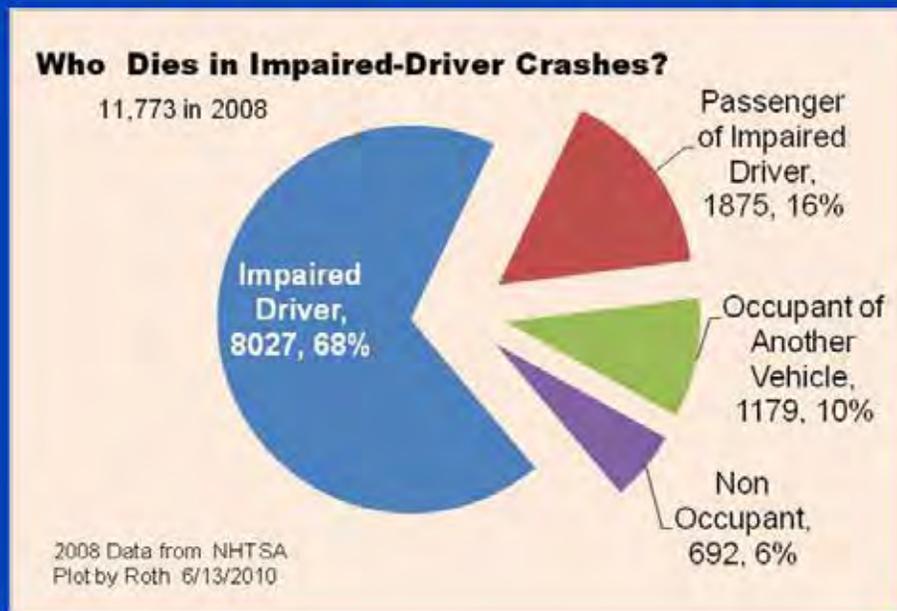
What is the Crime?

All the same. Choosing to Drive after Drinking.

What is the difference?

LUCK

VIII.6. Who Dies in Alcohol-Impaired Crashes?



Most Countries Have per se BAC Limits Below 0.08%

Any Alcohol or 0.02%	0.04%		0.08%
Romania	Lithuania		Canada
Russia	Canada		Malaysia
Saudi Arabia	0.05%		Malta
Slovakia	Argentina	Ireland	Mexico
United Arab Emirates	Australia	Israel	New Zealand
Brazil	Austria	Italy	Puerto Rico
Bangladesh	Belarus	Latvia	Singapore
Czech Republic	Belgium	Luxembourg	United Kingdom
Hungary	Bulgaria	Macedonia	United States
China	Canada	Netherlands	
Estonia	Costa Rica	Peru	
Poland	Croatia	Portugal	
Sweden	Denmark	Slovenia	
0.03%	Finland	South Africa	
India	France	Spain	
Serbia	Germany	Switzerland	
Japan	Greece	Thailand	
Uruguay	Hong Kong	Taiwan	
	Iceland	Turkey	

Source: http://en.wikipedia.org/wiki/Blood_alcohol_content

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Recidivism: Interlock vs Hard Revocation



WY TSA/MAAD - Interlock Comparisons

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IX. Model Ignition Interlock Program

by Dick Roth December 7, 2010

1. Mandatory Interlocks as a condition of probation for all convicted offenders. 1 yr for 1st, 2 yrs for second, 3 yrs for 3rd, and 5 yrs for 4 or more.
2. Electronic Sobriety Monitoring for convicted offenders who claim "no vehicle" or "not driving." Daily requirement of morning and evening alcohol-free breath tests as a condition of probation. (or \$1000/yr for supervised probation)
3. An ignition interlock license available to all persons revoked for DWI with no other restrictions. Allow MVD to set fee to cover cost.

Model Ignition Interlock Program

by Dick Roth December 7, 2010 continued

4. An Indigent Fund with objective standards such as eligibility for income support or food stamps.
5. Vehicle immobilization or interlock between arrest and adjudication. (or Void Registration or Bond Requirement)
6. Vehicle forfeiture for driving a non-interlocked vehicle while revoked for DWI.
7. No end to revocation period before satisfaction of at least one year of **alcohol-free driving** with an IID. (eg. ≥ 5000 miles and ≥ 1 year with no BAC >0.05 by any driver) .
8. Criminal sanction for circumvention of IID.

Richard Roth, PhD
Executive Director Impact DWI
RichardRoth2300@msn.com



Impact DWI Websites
www.ImpactDWI.org
www.PEDAforTeens.org
www.AlcoholTaxIncrease.org
www.RothInterlock.org

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Would You Support This DWI Program?

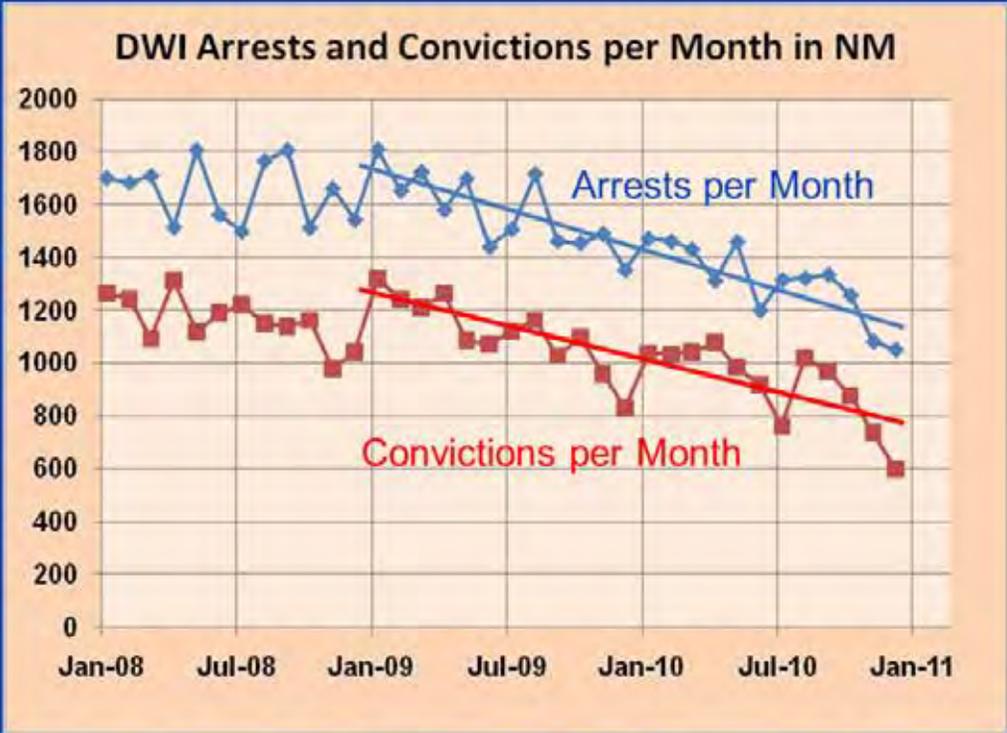
Data Looks Good but No DWI's Prevented

- All DWI Convicts Admitted.
- Program Lasts 5 years.
- Over 70% of those admitted graduate.
- Very low recidivism of graduates after program.
- Zero Recidivism of Graduates During Program.
- Program Cost? **\$1 per offender**
- Program Components? **Kick Out If Arrested!**

Conclusion: Follow ALL who START a treatment program.

NHTSA/MADD - Interlock Conference

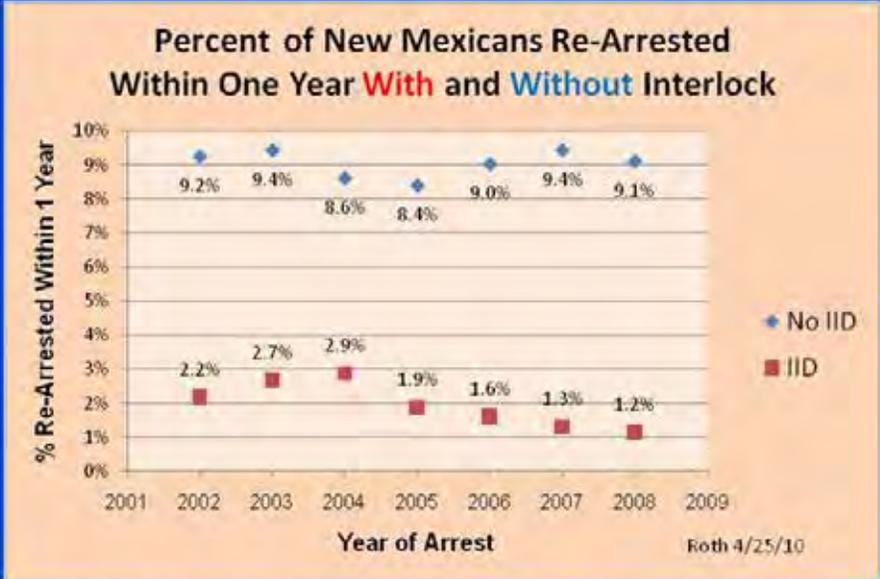
64



IGH TSA/MADOC - Interlock Conference

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IV.1.A Interlocked Offenders Have Much Less Recidivism In the Year After a DWI Arrest

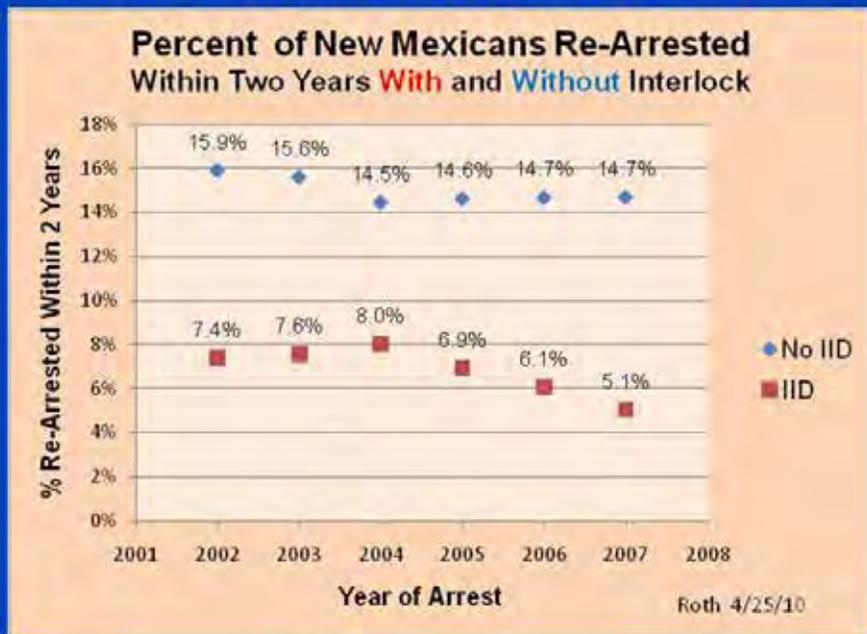


128,314 NM (ZIP) Residents arrested 2002-2008. IID are those who installed interlock within 1 year of arrest

IGH TSA/MADOC - Interlock Conference

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IV.1.B Interlocked Offenders Have Much Less Recidivism In the Two Years After a DWI Arrest

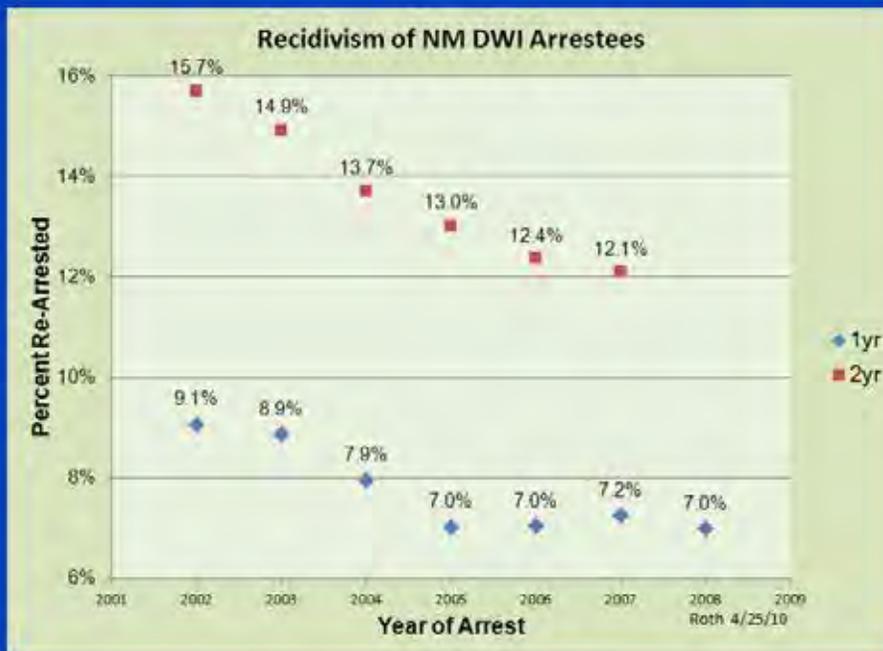


109,897 NM (ZIP) Residents arrested 2002-2007. IID are those who installed interlock within 1 year of arrest

IGNITION INTERLOCK INSTITUTES

07

IV.1.C Overall DWI Re-Arrests Substantially Reduced



IGNITION INTERLOCK INSTITUTES

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Appendix J

Ignition Interlocks Separating Drinking from Driving
Presented by Debra Coffey

Ignition Interlocks

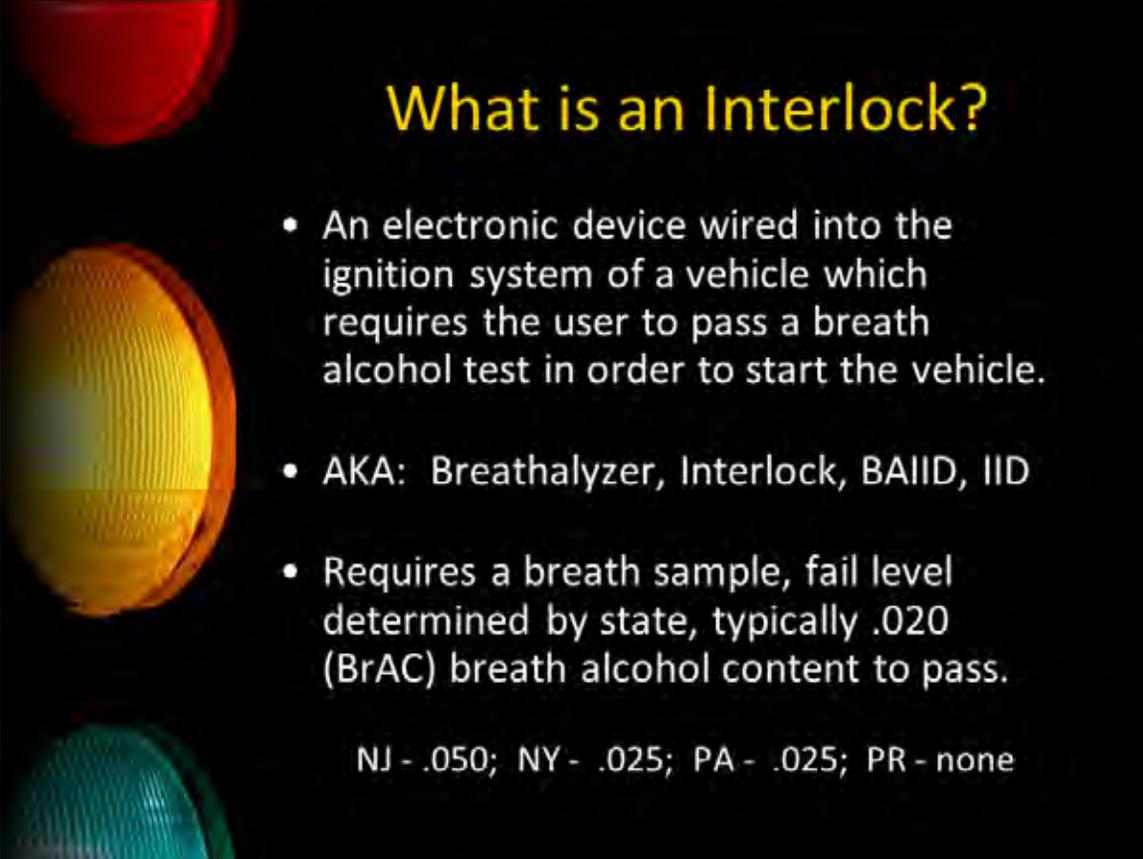
Separating Drinking from Driving[®]



Presented by
Debra Coffey

Background

- Interlock has been around since the 80's
- Research has proven interlocks effective in reducing DWI recidivism 50% – 90%
- Ignition interlock programs currently in use in 48 states in the U.S.
- 212,000 interlocks in use today; 1.4 million DWI's in U.S. (14% penetration)
- 10,839 people were killed by a drunk driver in the U.S. last year.
- 14 U.S. Interlock Manufacturers



What is an Interlock?

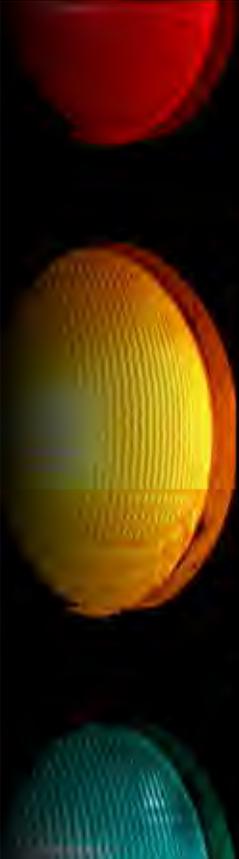
- An electronic device wired into the ignition system of a vehicle which requires the user to pass a breath alcohol test in order to start the vehicle.
- AKA: Breathalyzer, Interlock, BAID, IID
- Requires a breath sample, fail level determined by state, typically .020 (BrAC) breath alcohol content to pass.

NJ - .050; NY - .025; PA - .025; PR - none



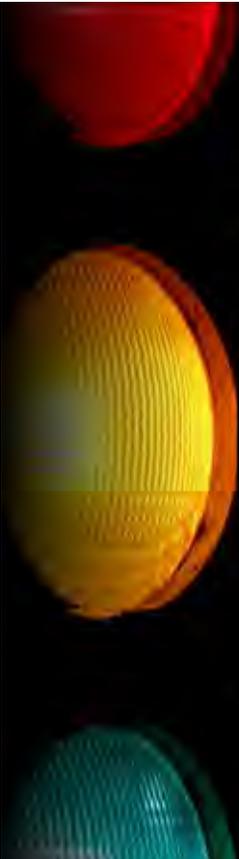
Purpose of Interlock

- Alternative to jail
- Keeps offender licensed and insured
- Allows offender to work, support family, pay court fees, attorney
- Participate in treatment
- Remain productive member of community and family
- *Separates drinking from driving*

A vertical traffic light with red, yellow, and green lenses is positioned on the left side of the slide. The background is black.

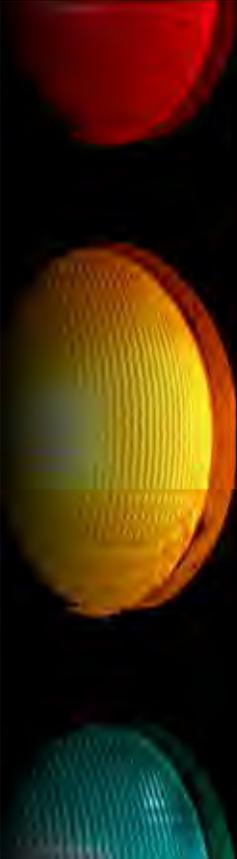
How are interlocks used

- Probation
- Parole
- Bond – TX and LA
- License reinstatement and licensing
- Deferred Prosecution
- Repeat offenders
- 1st offenders
- 1st offenders with High BAC (.15 or higher)
- Family Violence (alcohol a factor)
- Court Visitation – Domestic courts (alcohol factor)
- Voluntary

A vertical traffic light with red, yellow, and green lenses is positioned on the left side of the slide. The background is black.

Benefits of Interlock

- Monitoring Tool
 - Reporting and Supervision
- Prevent Repeat Behavior
- Form of Incapacitation
 - Bridge license suspension to full reinstatement
- Provide public safety
- Research supports reduction recidivism among 1st and Repeat offenders – 15 Peer reviewed studies



Interlock Technical Standards

- NHTSA, 1992
 - Device specifications – Under review
 - Comment period closed Dec. 6th
- State oversight and device certification
 - Device programming and specifications
 - ❖ New Jersey – Motor Vehicle Commission
 - ❖ New York – NY Division of Criminal Justice
 - ❖ Pennsylvania – Dept of Transportation
 - ❖ Puerto Rico – ?



Introduction to Ignition Interlocks



An ignition interlock combines breath alcohol sensing and micro-computer technology in a device that is designed to stop drunk driving.



- The interlock device is installed in a vehicle
- Linked to the ignition system

In order to start an interlock-equipped vehicle the driver must first supply a breath sample.



- The sample is analyzed for alcohol.
- If the alcohol level is above the fail set point, the vehicle cannot be started.
- If the level is below the pre-set limit, the vehicle can be started and operated normally.



Events relating to the use of the interlock device and the vehicle are recorded on a memory chip for retrieval during servicing, at which time data is uploaded to a central server.

Reports forwarded to the Probation officer or DMV authority.



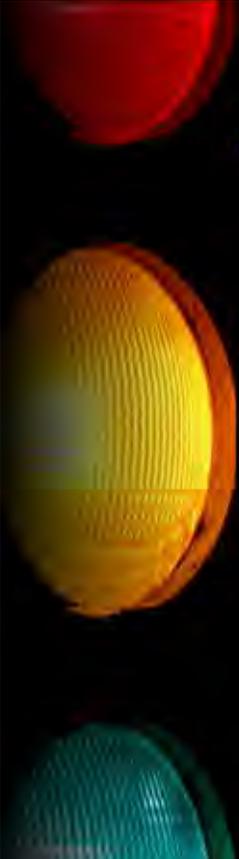
The Technology

- Fuel Cell – Specific to Alcohol
- Anti-circumvention features
- Programmable features
- Running Re-test / Rolling Re-test
- Data recorder



Device Features

- Language and visual display
- Brac threshold
- Lock-out time
- Stall protection
- Pull over notice
- Recall notice
- Number violations/points
- GPS
- Wireless/Cellular
- Photo ID



Anti-circumvention systems

- Temperature and pressure gauges
- Sealed wiring
- Voice pattern, tone, detection system
Prevents balloons, altered air
- User Identification
- Data logger information
Time and date stamps all events,
attempted events



Installation/ Service/Costs

- Service centers throughout a state
- Installation takes approx. 1 hour
- Return every 30 - 60 days
- Install - \$70.00
- Monthly - \$2.30 a day or \$70.00 mo.
- Reports sent to authorities via email
- Authorities access to client
information through Web



IGNITION INTERLOCK INSTALLATION REQUIREMENT

State of Texas for _____ County _____ Case# / TDC# _____
 The State of Texas VS _____ SPNOC# _____
 (Print offender's name) _____ Date of Birth _____
 _____ Driver's License# _____
 _____ Offender's Pinwell _____

(That device is being required as a condition of (check one))
 BOND BAIL PROBATION OCCUPATIONAL LICENSE ALR PAROLE OTHER _____

It is required this _____ day of _____ that the above named offender shall have an Ignition Interlock installed on the vehicle listed below and shall abide by the Ignition Interlock Program Rules.

Additional Requirement: PHOTO ID IGNITION INTERLOCK SMART START IN-HOM™

PROGRAM LENGTH: _____ Year(s) and / or _____ Month(s); Term of Probation/Parole _____ Other _____

The Offender will have the Ignition Interlock installed at their vehicle by _____ (date) _____ (initial)

The Offender will only operate a vehicle equipped with an Interlock Device _____ (initial)

The Offender will not attempt to adjust, tamper with, or circumvent the Ignition Interlock System. _____ (initial)

The Offender will have any calibration performed at intervals specified by the service provider. _____ (initial)

Any Non-Compliance will be reported directly to the Court and/or Monitoring Authority. _____ (initial)

The Offender will pay the monthly lease and any other fees for the device as long as it is in their possession. _____ (initial)

Judge/Authorizing Authority's Signature _____ Printed Name _____
 Court # / Division _____ Telephone Number _____
 Attorney Name _____ Telephone Number _____
 Send Records To _____ Department _____ Fax or E-mail _____

*** FAX this Requirement Form to 972-929-6638 so we may report back if the Offender does not show for installation. ***

Optional Features: (remote driving) (Occupational License) (zero program/zero drive time)
 The program starts the signal at _____ and ends at _____ during the week and begins at _____ and ends at _____ on the weekend(s)
 (or as specified by attached regulated driver's requirements)

Comments _____

Offender Signature _____ First Offender Name _____ make/model/color of vehicle VIN # _____
 Offender Phone # _____ Street Address / Apt # _____ City and State _____ Zip Code _____
 Work Phone # _____ Signature of Installer _____ First Installer Name _____ Date installed _____

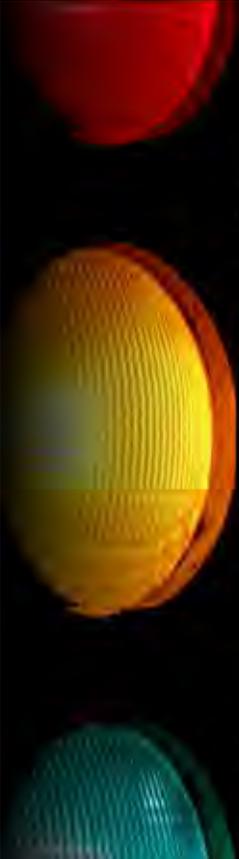
Type Device Installed: 555-1000 855-2029™ Photo ID Camera SMART START IN-HOM™

SMART START®
 4850 Plaza Drive, Irving, TX 75063
 1-800-880-3394 or (972) 621-0252 Fax (972) 929-6638

WHITE: ORIGINAL | YELLOW: MONITORING AUTHORITY | PINK: SMART START | GOLD: OFFENDER
 FORM TX-IG-001/0204 ©2011 Ignition Interlock

Monitoring and Reporting

- The interlock records information that enables the program authority to monitor offender behaviour and track the use of the vehicle.
- Devices capture date and time-stamped information including:
 - all breath tests (including tests to start the vehicle as well as running retests) and the BAC level of each breath test;
 - failure to submit breath tests when required to do so;
 - each time the vehicle is turned on and off;
 - all attempts to tamper with, circumvent, or remove the device;
 - failure to turn off the vehicle following a failed breath test;
 - the mileage driven;
 - the time period during which the car was driven;
 - lockouts to the vehicle;
 - early recalls; and,
 - use of the emergency override option (if activated).



Monitoring/Reporting

- Clearly defined reporting requirements
i.e., tamper, circumvention, skipped retest, alcohol fails, vehicle mileage, engine stop and starts
- Reporting procedures – Who, When, Where
- Define sanctions for program violators
- Allow/ Require departments to have full access to raw data
- Eliminate interpretation clouded by relationship between offender and service representative – no subjective reports



Monitoring/Reporting

- Standardize reports so all vendors are using same report format – Trend among State agencies
- Specify authority responsible for monitoring and sanctions for violators
- 30 – 60 day monitoring – Wireless provides daily
- Data a predictor of recidivism – PIRE Research
- Information is useful in planning treatment – IID part of DWI court treatment plan
- Data useful in determining program duration
 - Earn their way off program / Exit strategies (WA and CO)
 - Reward offenders doing well with early termination/ longer time between service visits – 60 - 90

Sample Report

Submitted to Monitoring Authority

EP	61.tsl	SL- 3.4.658	09/29/2006 through 10/27/2006
MONITORING REPORT SMARTLOG® Report by Smart Start			
Installed:	08/29/2006	Clients Name:	
Transaction:		Supervising County:	Natrona Judge:
File Save Code:	E# 1.tsl	Cause no.:	SPN/CID:
Serial Number:	h17977	Condition:	DMV/RMV DL #: 102234853
Logger:	L68984	Supervising Officer:	Wyoming, DMV
Fail Level:	0.025	DMV WYOMING 5300 BISHOP BLVD CHEYENNE, WY 82009	
Vehicle Desc:	0	LastCal At:	WYGasper
Vehicle Tag:	16BHI	LastCal On:	9/29/2006
Send Report:	DMV Wyoming		
Fax:	307-777-4803	MAIL:	
Report Interpreted:	10/30/2006	A	
Report Period:	09/29/2006 through 10/27/2006		

Smart Start's official interpretation of this client's data is as follows:

This client is using an alcohol specific fuel cell interlock.

There were 3 or more consecutive alcohol readings on the dates and times listed but the interlock prevented the vehicle from being started. Separating drinking from driving was achieved.

Oct 7,2006 Sat 09:29:31 PM Initial Test-Violation 0.035

Oct 7,2006 Sat 09:30:39 PM Initial Test-Violation 0.030

Oct 7,2006 Sat 09:37:01 PM Initial Test-Violation 0.030

There were 124 engine starts during the reporting period which indicates normal usage of the vehicle.

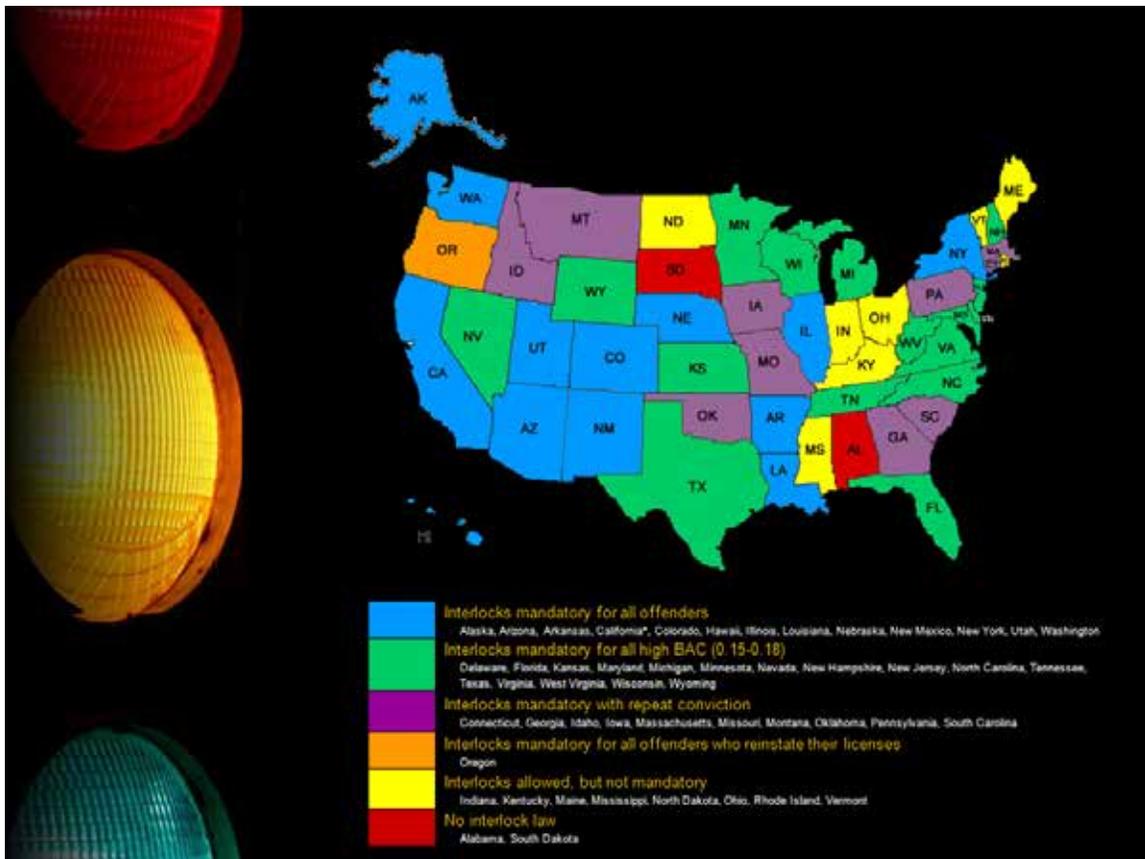
There are no violations to report during this monitoring period.

Interpretations are based on interlock program standards and guidelines, which include state requirements, and may not reflect specific terms of probation, conditions of interlock requirement, DMV requirements or court orders. Please call us toll free at 1-800-880-3394, if you have any questions.

Reports are available via FAX, E-MAIL, or INTERNET. Please call us at 800-880-3394 so you can receive reports the next business morning after clients are serviced.

Interlock Concerns

- Costs
 - Indigent Offenders / Unaffordability
 - Family Member inconvenience
 - Mouth Alcohol Contaminants
 - Temperature and Altitude
 - 49 to + 185 degrees F ; 11,482 ft. elevation
 - Running re-tests
 - 15-45 min. random
 - Anyone can take the test! - 40 Yr. Old Virgin
- What Would You Do? - ABC





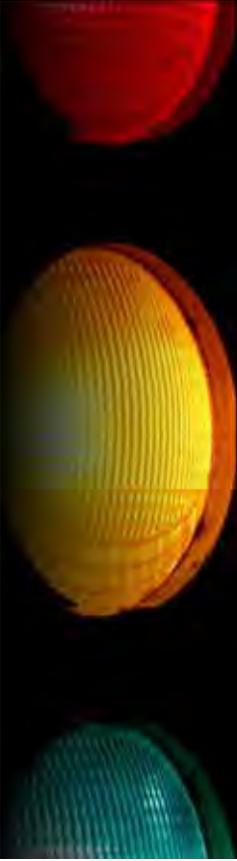
What makes a GREAT Ignition Interlock law?

- 1) Recognize that IID's are best used to protect the public, NOT to punish or appear 'soft' on drunk drivers.
- 2) IID's offer a side benefit to highway safety; allow DUI offenders to drive to keep their jobs and support their families.
- 3) Allow 'IMMEDIATE' IID based relicensing before DUI offenders learn to drive unlicensed.
- 4) Have minimal or preferably NO driving limitations beyond the IID requirement.
- 5) Provide for 'voluntary' IID use during the Administrative Revocation period.
- 6) Require a minimum 6 month IID term for 1st conviction.
- 7) Require a minimum 1 year mandatory IID for each multiple conviction.
- 8) Give day for day credit for 'voluntary' IID use against 'mandatory' use.
- 9) Require longer mandatory IID times for Test Refusals or high BAC's (measured at arrest, not post-plea).
- 10) If judges routinely reduce "fines", consider requiring offenders to present an IID restricted license to get "fine" reduction.
- 11) If a DUI/DWI is pled to a lesser offense, the IID requirement should remain for the protection of the public.
- 12) Compliance based removal of IID.



Interlock Challenges

- Offenders do not install
- Funding/Program costs/Program development
- Lack of information and education on how the Interlock works
- Supporting legislation; conflicts with State & Federal policy and unfunded mandates
- Workload
- Program funding
- Exiting the Interlock program



- **Future Interlock Advancements**

- Photo Identification / Facial Recognition
- Daily download
- Cellular / GPS interlocks

- **Alternative Alcohol Monitoring**

- In Home Alcohol Monitoring - Portable
- Continuous Alcohol Monitoring
 - SCRAM, TAD, Tattle Tale



PHOTO ID Technology



Non-Driver taking test



Truths and Myths

- Car stops in middle of road
- Gas fumes and Perfume
- Battery drain
- Cigarette smoke
- Cinnamon rolls and donuts
- Pool chlorine
- Spicy foods
- Windshield washer fluid

Interlocks Globally

- Commercial Applications
 - Sweden has 40,000 interlocks
 - 9 million people
 - » North Carolina
- Not an offender market



- School Busses in Russia



- Buses, trucks, taxis, trains, construction equipment, etc...

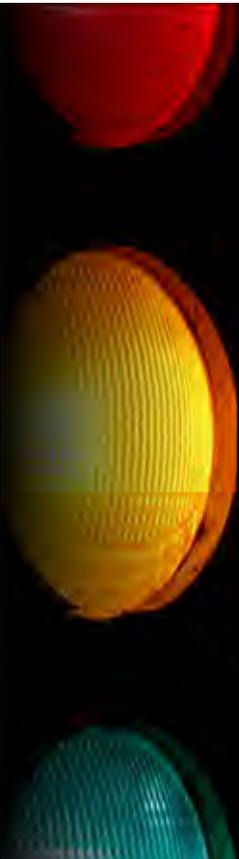


- Transportation of dangerous goods

- 
- Not limited to transportation per se, or even things that move



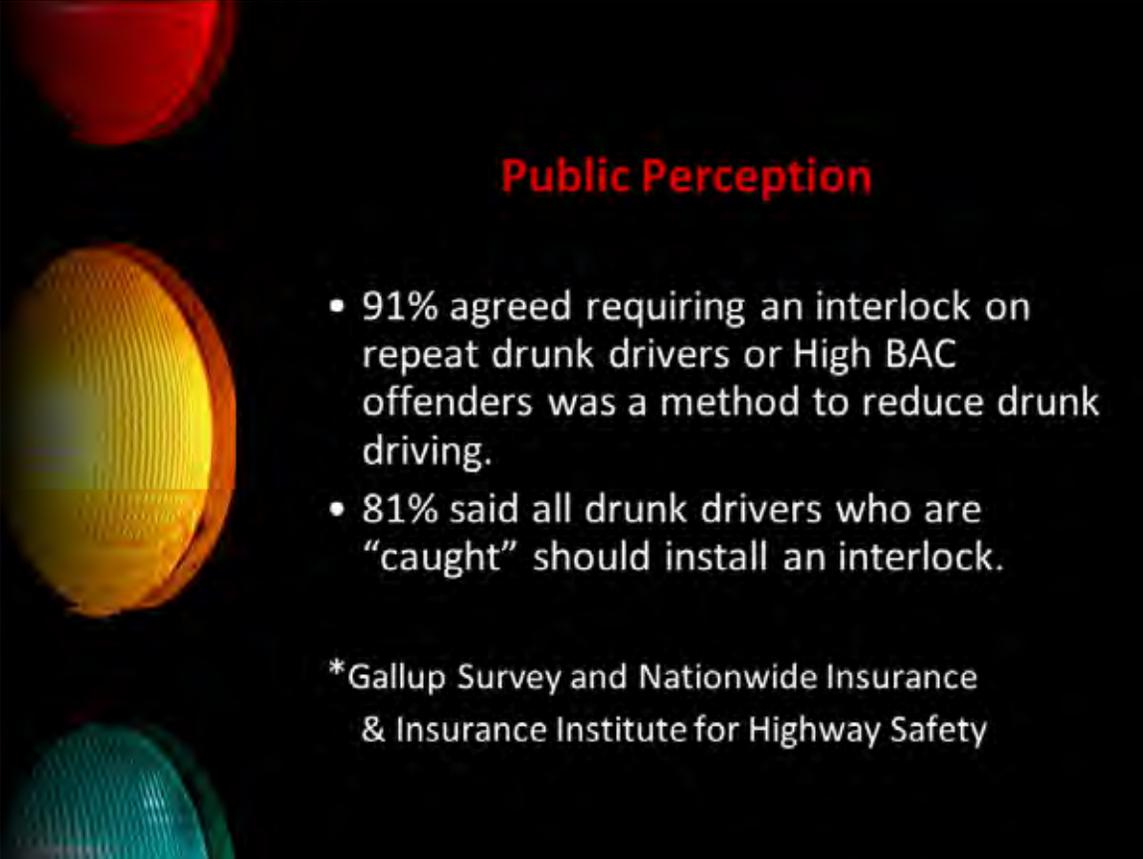
- Industrial machinery, access control— i.e. wide variety of safety sensitive applications



Public Safety Tool or Aggravation ?

Offender's Perception

- A recent study in New Mexico showed when asked, 87% of offenders felt interlocks reduced drinking and driving.
- 85% thought having the interlock on their car was a fair sanction.



Public Perception

- 91% agreed requiring an interlock on repeat drunk drivers or High BAC offenders was a method to reduce drunk driving.
- 81% said all drunk drivers who are “caught” should install an interlock.

*Gallup Survey and Nationwide Insurance & Insurance Institute for Highway Safety



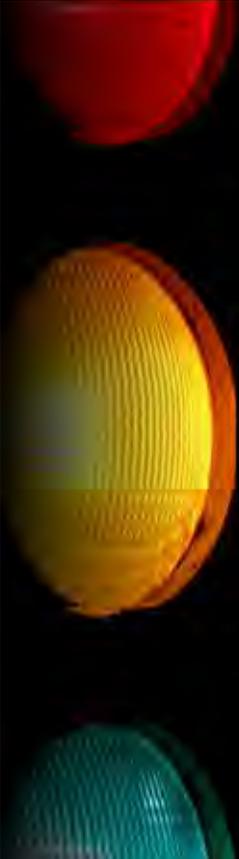
RESEARCH

www.PIRE.org

www.NHTSA.gov

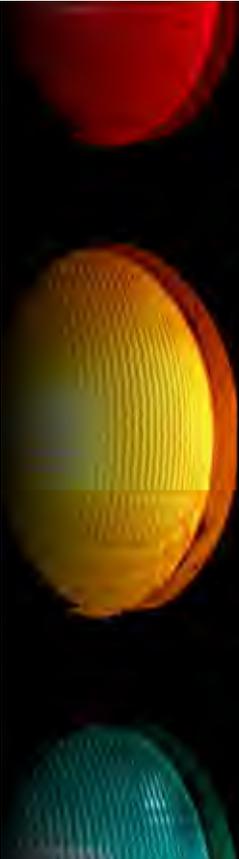
www.MADD.org

www.tirf.ca

A vertical traffic light graphic on the left side of the slide, showing the red, yellow, and green lenses. The background is black.

Conclusions

- No one size fits all model
- Key decisions that must be made such as who is eligible, who takes responsibility and how to manage workload is key.
- Agencies are collaborating on initiatives
- Meetings involving researchers, Industry, traffic safety and government important to encourage interlock program success.

A vertical traffic light graphic on the left side of the slide, showing the red, yellow, and green lenses. The background is black.

Conclusion

- If the interlocks stopped someone from driving drunk.... That is a success
- Not the silver bullet
- People are going to drive
- Criminologist agree – Swift and Certain Penalties are more effective
- Insert the “intervention” during the teachable moment
- TZD – Towards Zero Deaths

Interlocks Saving Lives



The benefits are clear... Everyone benefits from efforts to *separate drinking from driving®*.

Questions?

Debra Coffey

VP, Government Affairs

1-800-880-3394, ext. 225

817-307-4992 – cell

DCoffey@SmartStartInc.com



Appendix K

Key Findings from the Evaluation of the
New Mexico Ignition Interlock Program
by Randolph Atkins

Key Findings from the Evaluation of the New Mexico Ignition Interlock Program

Randolph Atkins
Project Task Order Manager
Office of Behavioral Safety Research



Evaluation of the New Mexico Ignition Interlock Program

- Research Conducted by the Pacific Institute for Research and Evaluation (PIRE)
- Authors:
 - Paul R. Marques
 - Robert B. Voas
 - Richard Roth
 - A. Scott Tippetts
- Project: August 2004 to September 2009
- Final Report published: November 2010

Evaluation of the New Mexico Ignition Interlock Program

Report features:

- Background section on Interlock Program History and Development
- Background section on Interlock Legislation in New Mexico, 1999 – 2005
- Eight (8) separate studies evaluating the ignition interlock program in New Mexico

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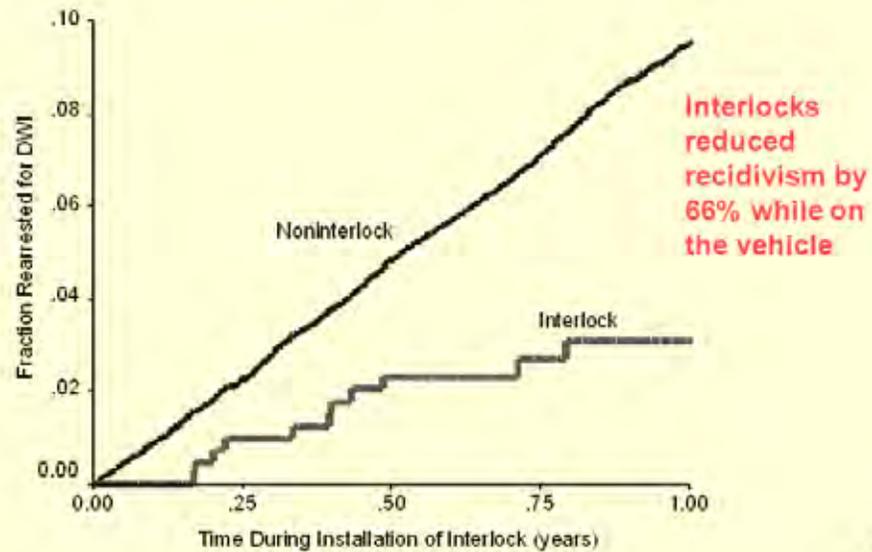
Early Mandatory Interlocks in New Mexico

- First interlock law in 1999
- 1999 – 2003: A small group of second and third DWI offenders mandated to install interlocks (optional judicial sanction)
- Conflicted with law requiring 1-year hard suspension for second DWI offenders
- Even after installing interlocks, offenders still could not legally drive

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Early Mandatory Interlocks

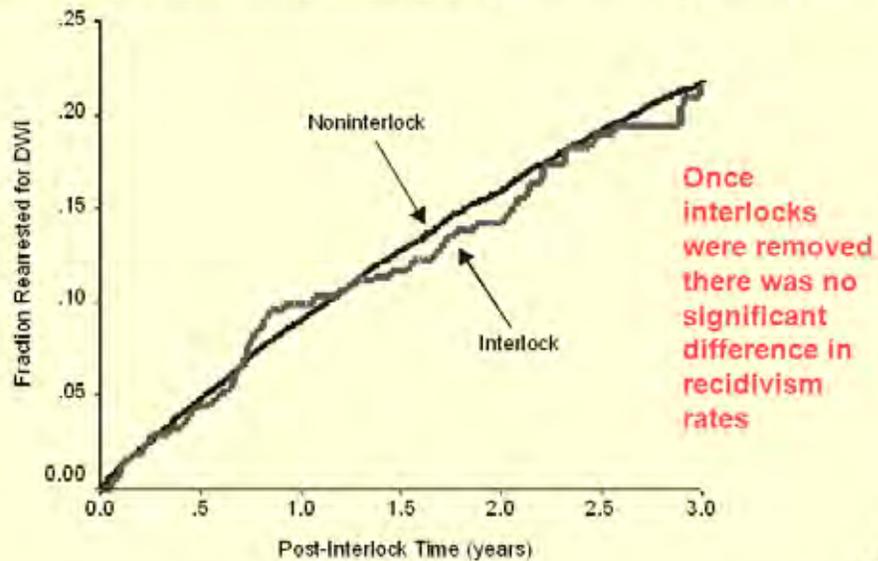
Recidivism of multiple offenders with or without interlocks during the period of interlock installation, New Mexico 1999-2002



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Early Mandatory Interlocks

Recidivism of multiple offenders with or without interlocks during the 3-year period after interlock removal, New Mexico 1999-2002



6

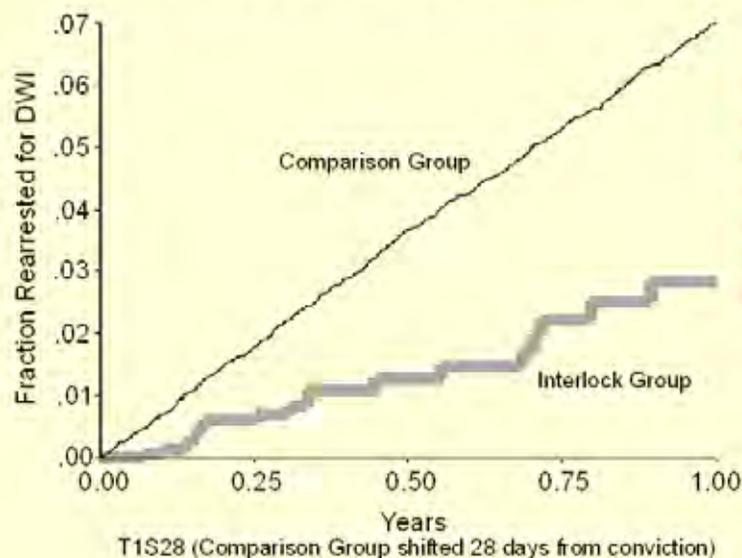
First-Offender Interlocks

- In 2002, New Mexico passed a new law mandating ignition interlocks as a condition of probation for all subsequent DWI offenders and for first offenders with aggravated DWI offense – defined as
 - A BAC of .16 g/dL or higher,
 - Causing bodily injury while driving intoxicated, or
 - Refusing a BAC test when arrested.
- Interlocks for non-aggravated first offenses were optional sanctions.

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First-Offender Interlocks

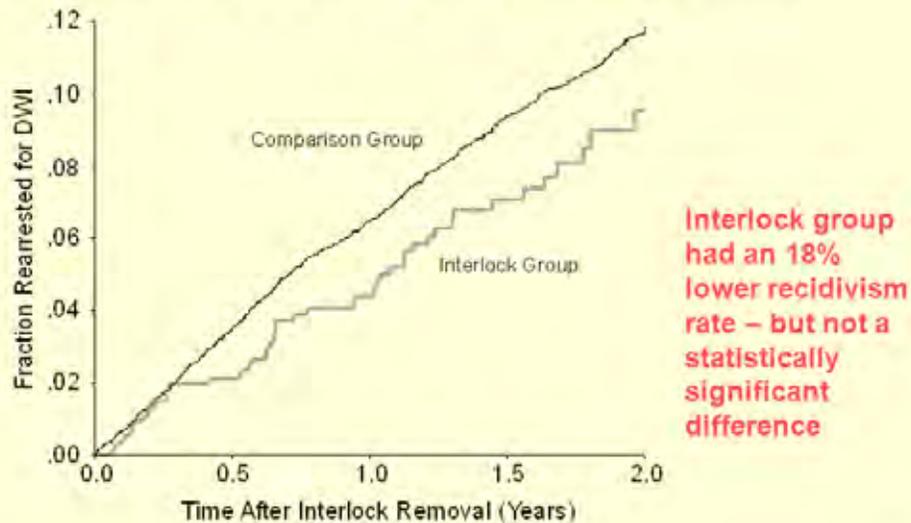
Recidivism of the first-offender interlock-on period for the interlock and comparison groups, New Mexico



8

First-Offender Interlocks

Recidivism of the first-offender post-interlock period for the interlock and comparison groups, New Mexico



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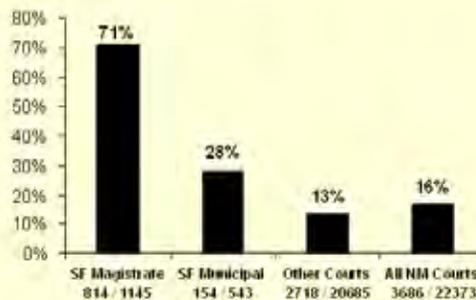
Ignition Interlock Licensing Act

- In NM, drivers with 3 or more DWIs receive a mandatory 10-year license revocation
- In 2003, new law passed to allow these drivers to install interlocks and legally drive
- Only 9.8% of these drivers opted to install an interlock and drive legally
- Recidivism rate for interlocked repeat offenders was approx. 12%, one-third lower than the recidivism rate non-interlocked repeat offenders

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House Arrest Alternatives & Interlock Use

June 2003 – May 2005 (Two-year Special Program):
 Three magistrates in Santa Fe mandated an alternative sanction of house arrest (electronic monitoring) for offenders not installing interlocks



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House Arrest Alternatives & Interlock Use

Decrease in recidivism rate after three years

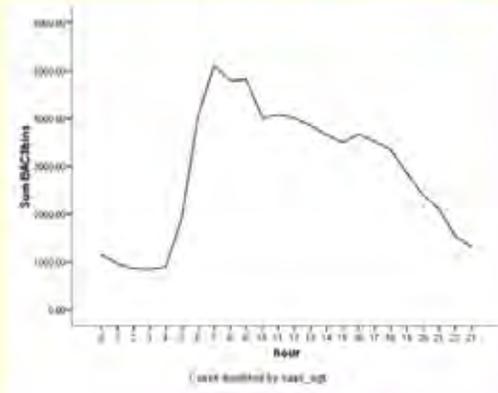
	Santa Fe	Statewide
While Interlock Installed	62%	61%
Without Interlock	15%	29%

The lower decrease in recidivism rates in Santa Fe after 3 years compared to statewide after the interlock was removed likely reflects the larger number of serious offenders installing interlocks to avoid the alternative sentence than would have otherwise installed interlocks

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Breath-Test Patterns for Interlocks

- Most tests occur in late afternoon and early evening (3 PM to 6 PM)
- **Most lockouts occur between 7 AM and 9 AM**



Weighted lockout interlock BAC tests by hour of the day, all days of the week. Lockouts at .05 g/dL or more are emphasized (New Mexico).

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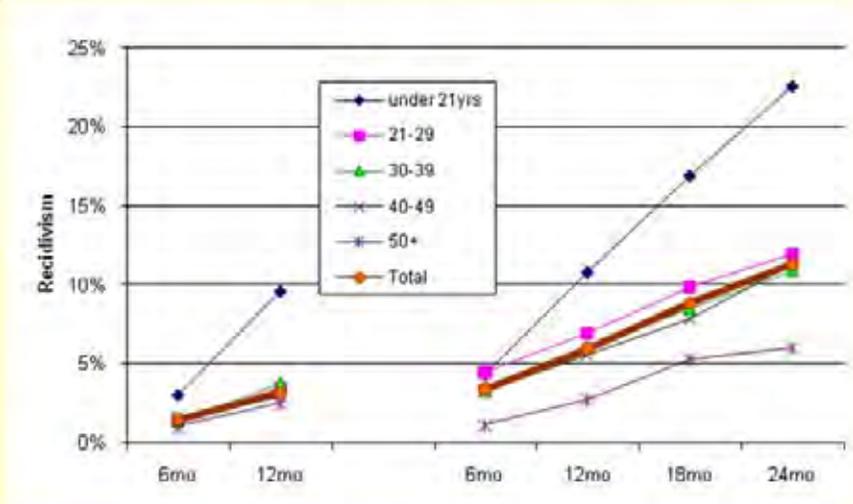
Predictors of DWI Recidivism

- Positive BAC of 0.16 or greater at arrest
- Prior DWIs
- Young (especially 21 or younger)
- Positive tests (lock outs) on interlocks

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Recidivism by Age Subgroups

Recidivism up to 12 months during interlock (left), and 24 months after interlock (right) by age subgroups, New Mexico. Heavy line is the overall rate.



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Conclusions

- Interlocks reduce recidivism while they are installed on the vehicle
- Interlocks can be effective with first-offenders while installed on the vehicle
- Once interlocks are removed, recidivism returns to higher levels
- Many offenders continue to drink and drive after license revoked & avoid installing interlocks; and some offenders with interlocks find ways to circumvent them
- Strong alternative sentences (house arrest) can greatly increase rate of interlock installation
- Age, prior DWIs, high BAC at arrest, positive BACs on interlock devices are strong predictors of recidivism
- Patterns of interlock lock-outs indicate many offenders may be unaware that alcohol effects are still present the morning after heavy drinking

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To Get a Copy of the Final Report:

Go to the NHTSA website:

<http://www.nhtsa.gov/Impaired>

On bottom left of the NHTSA Impaired Driving page, go to:

Useful Information > Ignition Interlocks

Evaluation of the New Mexico Ignition Interlock Program

Report #: DOT HS 811 410

http://ntl.bts.gov/lib/35000/35000/35061/7356_NewMexico-IgnitionInterlock_v3a_110310_tag.pdf

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Thank you!

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DOT HS 811 815
July 2013



U.S. Department of Transportation
**National Highway Traffic Safety
Administration**



8459-073013-v5